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ABSTRACT

This is a record of the first session of the House hearings on H. R. 763, a bill to provide for a study of the extent and enforcement of state laws and regulations governing the operation of youth camps. Included in the testimony are statements concerning the relative lack of state legislation on camp safety and personnel requirements; the testimony of Mitch Kurman whose son was killed at a camp in 1965; and the testimony of John Kirk, president-elect, American Camping Association, Inc. Included are extracts from Kirk's survey "Camp Legislation in the United States--A Model Legislative Program and a Survey of Existing State Programs." (JA)

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YOUTH CAMP SAFETY SURVEY

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HEARING

BEFORE THE

SELECT SUBCOMMITTEE ON LABOR

OF THE

COMMITTEE ON EDUCATION AND LABOR

HOUSE OF REPRESENTATIVES

NINETY-FIRST CONGRESS

FIRST SESSION

ON

H.R. 763

A BILL TO PROVIDE FOR A STUDY OF THE EXTENT AND ENFORCEMENT OF STATE LAWS AND REGULATIONS GOVERNING THE OPERATION OF YOUTH CAMPS

HEARING HELD IN WASHINGTON, D.C., MAY 15, 1969

Printed for the use of the Committee on Education and Labor
CARL D. PERKINS, *Chairman*

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YOUTH CAMP SAFETY SURVEY

THURSDAY, MAY 15, 1969

HOUSE OF REPRESENTATIVES,
SELECT SUBCOMMITTEE ON LABOR OF THE,
COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The Subcommittee met at 10 a.m., pursuant to call, in room 2257, Rayburn House Office Building, Hon. Dominick V. Daniels, chairman of the subcommittee, presiding.

Present: Representatives Daniels and Collins.

Staff members present: Daniel Krivit, counsel; Loretta Bowen, clerk; Marcia Sue Gencher, research assistant; and Marty LaVor, minority research assistant.

(The text of H.R. 763 follows:)

[H.R. 763, 91st Cong., 1st Sess.]

A BILL To provide for a study of the extent and enforcement of State laws and regulations governing the operation of youth camps

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Youth Camp Safety Survey Act".

SEC. 2. The Secretary of Health, Education, and Welfare shall undertake a study of State and local laws and regulations governing the operation of youth camps to determine—

(1) the extent of such laws and regulations; and

(2) the effectiveness of the enforcement of such laws and regulations by State and local authorities.

SEC. 3. As used in this Act, the term "youth camp" means—

(1) any parcel or parcels of land having the general characteristics and features of a camp as the term is generally understood, used wholly or in part for recreational or educational purposes and accommodating for profit or under philanthropic or charitable auspices five or more children under eighteen years of age, living apart from their relatives, parents, or legal guardians for a period of, or portions of, five days or more, and includes a site that is operated as a day camp or as a resident camp; and

(2) any travel camp which for profit or under philanthropic or charitable auspices, sponsors or conducts group tours within the United States, or foreign group tours originating or terminating within the United States, for educational or recreational purposes, accommodating within the group five or more children under eighteen years of age living apart from their relatives, parents or legal guardians for a period of five days or more.

SEC. 4. Within one year from the date of the enactment of this Act, the Secretary shall submit to the President a comprehensive and detailed report of his findings, including such recommendations as he may deem necessary or desirable to insure the safe operation of youth camps.

SEC. 5. (a) The Secretary shall establish in the Department of Health, Education, and Welfare an Advisory Council on Youth Camp Safety to advise and consult with him in the preparation of the report required by section 4 and in the development of the recommendations included therein. The Council shall consist of the Secretary, who shall be Chairman, and eighteen members appointed by

him, without regard to the civil service laws, from persons who are specially qualified by experience and competence to render such service. Prior to making such appointments, the Secretary shall consult with appropriate associations representing organized camping.

(b) Members of the Advisory Council, while serving on business of the Advisory Council, shall receive compensation at a rate to be fixed by the Secretary, but not exceeding $100 per day, including traveltime; and while so serving away from their homes or regular places of business, they may be allowed travel expenses, including per diem in lieu of subsistence, as authorized by section 5 of the Administrative Expenses Act of 1946 (5 U.S.C. 73b–2) for persons in the Government service employed intermittently.

SEC. 6. The Secretary of Health, Education, and Welfare shall make a study of the operation of camps and campgrounds conducted by Federal agencies. The Secretary shall include in the report required by section 4 a comprehensive and detailed report of his findings from the investigation carried on under this section, together with such recommendations as he may deem necessary or desirable to insure the safe operation of such camps and campgrounds.

SEC. 7. There is authorized to be appropriated $175,000 to carry out the purposes of this Act.

Mr. DANIELS. The Select Subcommittee on Labor will come to order.

We are here this morning to consider H.R. 763, a bill to provide for a study of the extent and enforcement of State laws and regulations governing the operation of youth camps, and related bills.

Each summer, more than 7½ million American youngsters trek to camps across the Nation. Surprisingly, in a total of 19 States, there are absolutely no regulations concerning safety standards, qualifications of camp personnel, or even sanitary codes.

H.R. 763, the principal bill under consideration here today, was introduced by me in the 91st Congress as a result of hearings which we held on this subject last year. This bill, called the Youth Camp Safety Survey Act, directs the Secretary of Health, Education, and Welfare to undertake a comprehensive study of State and local laws and regulations governing the operation of youth camps to determine the extent and effectiveness of the enforcement of such laws and regulations by State and local authorities.

In addition, the Secretary of Health, Education, and Welfare is empowered to study the operation of camps and campgrounds conducted by Federal agencies. There is authorized to be appropriated $175,000 to carry out the purposes of this act.

The hearings last year unearthed a couple of genuine horror stories. In one instance a 15-year-old boy was drowned when an inexperienced camp counselor led a canoe expedition down a nonnavigable waterway. The camp was located in upstate New York, the river in Maine. In another case, four children and a counselor were killed and 15 injured when a flatbed truck driven by a counselor at an excessive speed somersaulted on a California expressway.

Summer camps deal in what is perhaps the most precious commodity we have—the lives of our youngsters. The call to action has remained largely unanswered to this day. Over a generation of time has passed. We can wait no longer.

Our first witness is Mr. Mitch Kurman of Westport, Conn. Mr. Kurman, will you step forth.

STATEMENT OF MITCH KURMAN, WESTPORT, CONN.

Mr. KURMAN. My name, gentlemen, is Mitch Kurman; I am from Westport, Conn.

I have a strong interest and a sympathetic interest in camping. I formerly was an aquatic biologist with the New York State Conserva-

tion Department. I love the outdoors; I love water; I formerly worked with these camps. I always thought they were good.

With that background, I frankly sought out a camp to send my child to, a boy 15 and a half. Now, this is a common problem of most parents throughout the entire United States. I don't care if it is north, south, east, or west, rich or poor; it makes no difference.

Generally speaking, a 15-year-old is just a little too mature, a little too sophisticated for the average camp, and yet our laws don't permit him to work, and we certainly don't want our children growing up in a goldfish bowl, so to speak.

I am from an affluent society, Westport, Conn. I felt it would be a good thing if the boy worked or if the boy was occupied all the time. Frankly, I was very fortunate in that the boy was a good student. In fact, possibly if he were not a good student, I may not have this tale-of-woe problem to discuss at this time. He would have been just as happy to spend the afternoon in a library had we let him.

His physique was good, he was a good athlete, although he preferred books—and good books—and, frankly, we are quite proud of the boy.

However, in the summer before when we sent him to a private camp—and I want this understood: I am not singling out private camps; I am not singling out institutional camps; I don't care what the camp is—in the summers before when we sent the boy to a camp, where the brochure said that the boys would be kept occupied doing all sorts of projects and so forth, we were disappointed every time we got there. The boy was either playing chess on a cot with another roommate of his—there is nothing wrong with that; in fact I think chess is a good way of using your time, but I frankly didn't send him to camp to play chess; he could have stayed home to do that—or he would be curled up reading a book.

The brochure, in other words, did not resemble the actual camp.

Now, with that in mind, my wife and I discussed what in the world should we do with the boy for the season of 1965 which was approaching, and I thought it might be a good idea if he worked on a farm where I had worked as a student at Cornell University. I thought it would be good for him. I thought this would be the time of his life when he ought to be working, building up his muscles, and I really had high hopes that it would work out.

Well, I traveled tremendously. I go from Virginia to Maine all the way out to Chicago and somehow I just never got by Mr. Nevro's place up in Ludlowville, N.Y., an old retired Baptist minister I used to work for, and I found myself in the Rochester, N.Y., area, and I found, upon talking to friends of mine, customers of mine, we all had the same problem.

I asked one fellow, I said: I don't know what I can do with my boy this summer. I said: If I left him home he would be just as happy to curl up with a book in the library. That is the size of it. I said: At least he had no bad faults I have to worry about.

He mentioned to me there was a camp that had canoeing and hiking trips and that sort of thing. I said: It sounds pretty good.

I went over there, I picked up the brochure; the brochure is lovely, wonderful.

I will ask you gentlemen, you Representatives, for that matter, anyone here in the audience, or in this room, I should say: Has anyone got any way of determining the veracity, the truth in those brochures?

There simply is no way. There is more truth in lending, there is more truth in practically any industry you could possibly pick than there is in a camp brochure. Yet, I want to emphasize this and I can't emphasize it too strongly. What in the world is more precious, what in the world is more important, what in the world are we breaking our necks for than our own children? I can't think of anything to match that.

Well, the brochure sounded too good; I had a talk with the director, and he said: Oh, yes, I have experienced leaders and so forth. I went back and discussed it with my wife, and we said: Well, will they take us because after all we are from Connecticut? This is a camp in New York State.

We sent the money in. That is, after I went back there and I had another talk with the people running the camp. And, unfortunately, for us anyway, if the money is good they will take you if you are from "Lower Slabovia." That is a rather crude way of expressing it, but that is about the size of it.

This is the reason I want a Federal youth camp safety bill. The average parent—and when I say average parent, that includes the vast, vast majority of parents—have no way of determining the true nature of a camp. The camping industry for far too long has been policing itself and has been doing a miserable job at it, and I want to emphasize that; that is not a statement right off the top of my head. I have investigated this and this is not the case of the Kurman boy tragedy; I want to emphasize that; this is a nationwide tragedy; this has been going on for far too long, all over the United States.

I have a record of a little girl horribly burned at a camp in Ohio. The little girls were crowded around a campfire and the coun-elor thought the fire was going slowly and he threw lighter fluid in there. That girl has gone through quite a few operations.

All right, possibly the employee was not what he should have been, although they tell you they have very competent help.

I have a record of a camp in California, and incidentally this is very important and I want to emphasize it; my boy was killed August 3, 1965. On the way home from Syracuse, N.Y., about 1 or 2 o'clock in the morning—I drive tremendously, and a lot of time I do a lot of long night driving—I was listening to the radio and I heard a short newscast: Camp truck goes out of control; five are killed. They mentioned the camp and it is the same organization to which I sent my own boy. I couldn't believe it. I mean I was shaken up to the point I pulled over to the side of the road and I was wondering: Is this getting the better of me or is this true?

I listened, I tried picking it up on different stations. Finally, after half an hour it was rebroadcast. Yes, it was true.

I flew out there, and this is very, very important: I have the report. Since then, I have been writing constantly to the State of California officials for an official report of that tragedy. Every letter was ignored. Finally, one of my last letters was possibly more effective than the previous ones. I got a reply: "The information you want cannot be given out except to lawyers directly connected with the case."

Well, I will ask anyone in this room: How can you determine a camp to which you want to send your child? In the case of my own boy—now, this is again related to this—I naively thought that if you brought the situation to the attention of the proper authorities, they would do

something about correcting it. I went to see the Governor of the State of New York, and I was told to see the attorney general in his office, and I asked if anything could be done to tighten up on the camps.

Certainly my own boy can't be brought back. He is gone. Forget him, but I can't see any reason why any other parent should be subjected to what we went through.

I was told by the attorney general—and I have it in writing and have it with me—that there is no legislation regarding personnel. I asked, Can a camp employ anybody? This is getting to be an enormous problem. Can they employ someone who is a dope addict, someone who is possibly a sex deviate, someone who is fresh out of a mental institution? They doubted that they would. I doubted it, too, but can they do it? Yes: there is no law that has anything to do with personnel.

Well, how can I determine a camp to which I want to send a child? Do they keep any records? No, they don't keep records and are not interested in keeping records.

The camps print brochures. I am glad they said it. The next year the camp issued a new, exactly the same brochure, and I have it.

Where do we draw the line between plain common decency and honesty, especially when it concerns nothing less than the lives of our own children?

In the case of my own boy, I will go through it briefly. First the boy went on a trip to Canada. The leader did not know the waters in Canada. On that trip the boys smashed up a couple of canoes. We got a call: Your boy lost his clothing overboard. If we will send a check, they will be glad to help replace the clothing that was lost.

OK. It is possible a bag may go overboard. My wife sent the check and if I were home I would have done the same thing.

All right. Next, they were going to Maine, but not to be concerned, they know the waters up there, everything is fine. The very first day up in Maine, my wife got a call. I want everyone in this room to picture this and think about this long and hard. My wife got a telephone call: Mrs. Kurman, your boy is missing, he may be drowned, you realize, of course, it is only because he disobeyed instructions. This is from camp headquarters, not from Maine.

How darn low can an organization or a camp sink to, to protect their public image or their hide? Think about that long and hard, everyone of you here.

All right, by sheer luck, and this is all it was, I was working down through Philadelphia and New Jersey, I just got home that night, I got home rather late and saw the people around the house, I couldn't figure out what was going on, I had no way of knowing it.

A friend of my wife came out and told me our boy was missing. I heard my wife crying and went in. She told me the little she knew, which was not much. I called a good friend of mine who is an official in one of the police departments and asked him about it.

I said: What should I do? I said: I want to get up there. But, I said, where do you begin?

That is another thing to think about: Where do you start if ever you are told a child is missing?

He said: Look, I know how the police operate in most places. It is a natural thing.

He said: If there is someone interested, he said, we will keep looking. If no one is on the spot, if no one is there to press it after a few hours or a day or two at the most, we will give up.

He said: 20 or 30 years from now you may still wonder what happened to your kid.

As far as what the camp said, he said: I don't know; it might be the honest truth or a cock-and-bull story. He said: I have seen it both ways. He said to get going and lose no time.

We flew to Bangor, Maine, and the State police pleaded with me to practically go home. I didn't understand. Somebody trying to cover up something. Why should I go home after going this far?

He said: We are not trying to cover up anything. I am trying to spare you the misery and heartache of seeing that place.

I said: What is it like?

He said: I will tell you this here. Nobody in his right mind that I know would ever go down through that water. I don't know what you are going to accomplish when you get up there.

I said: Well, I am going ahead.

He said: Go ahead; I wish you luck.

We got up to Millinocket, Maine; at Millinocket, Maine, the police, or the chief of police pulled me aside when I got there, and I asked them if they found the boy yet, and they said no. He said: Why did they ever use that river? I said: I don't know. What kind of place is this thing? I have been around plenty of waters, around Snake River out in Idaho, on the Genosee River Valley Gorge up at Leechwich State Park in the Conservation Department and been around the Navaho Gorge, and I had seen plenty of rivers.

Fortunately, it was late and I had not seen the river yet. I asked the police chief to speak to the counselor. He said: Go ahead. He is in the office right now, and he said there are a couple of fellows who flew in from the camp and are in with him.

I want to emphasize they flew him in with the idea of keeping him quiet and getting him out of there, not with the idea of saving our boy.

I asked the counselor: Why did he use the river? I said: What happened? He said: We got caught in waters more than I bargained for.

I said: Why did you ever use the river?

I would not have asked except everyone kept asking me that all the way through Maine, everybody everywhere. Before he could answer, the two fellows from the camp jumped up and said he does not have to answer that question.

I lost my temper and said, "Look, believe me, I am only interested in finding that boy of mine and want to find out what happened here."

He said he had the permission of the Forest Ranger. I said, "Never mind."

I thought I was losing my temper and wanted to get out of there.

I saw the Forest Ranger. The Forest Ranger is an oldtimer, Clayton Gifford, and had been up there for years and a good, honorable, decent sort of individual.

Mr. DANIELS. If you would desire to describe the balance of the incident with respect to your son, including his going canoeing this particular day, you may do so.

Although we would like to know what happened and why, if you can connect this unfortunate accident to the subject matter of the bill, H.R. 763, we would be most grateful.

Mr. KURMAN. Yes, sir. I am sorry to make this a personal thing, because, actually, it is not. I can, in addition to this instance I was relating, go on for hours on end about different accidents, different tragedies all over the United States that I personnaly have investigated on this.

Now, as far as the camps are concerned, there are good camps, there are excellent camps, and people who have a tremendous investment and are entitled to a return on their investment and are entitled to protection for their investment. I don't begrudge it to them.

As an indication of what I say, at the present time I am sending my own daughter to a camp, but I had a devil of a time determining whether or not the camp was safe. I realize that the brochures are relatively meaningless. I feel that the public should have a way of determining a camp the same as they have a way of determining a doctor, teacher, even a barber; a private refuse collector in New York City has to prove good moral character, yet in most States anyone can open a camp. In most States, if you brought down a résumé, outside of the sanitary code, there is no reservation and anyone can open a camp and employ anyone they want to. They are literally hiring anybody that walks, breathes, and talks and are appointing them as a counselor. There are no set rules for personnel, and you may feel, and rightfully so, that it is a difficult field to have a set rule on.

However, the State of Michigan, for one—and, for that matter, it is just about the outstanding one in the United States—has forms that personnel have to fill out, forms that campers have to fill out. I want that information, and I want it from all for this reason: I have a record of a girl who had epilepsy. She was forced to swim. When she hit the cold water, she went into a state of shock. Had that been on a record—I don't want that child denied a camp; she should go to a camp—but okay, they know what to watch out for. I want a record of the personnel. I want a situation with the personnel, listing: Have they ever been in jail? Have they ever been indicted for any felony or the usual thing that you or I would not want our child associated with?

I don't think it is unreasonable. After all, they are handling our children.

Now, there is a tremendous amount to this thing, and frankly, I just want to mention one thing; this is a letter from the State of New York, and there is no State supervision over personnel of privately owned and operated camps. This is in black and white.

In case of death or injury at the camp, the same report and investigation would be required as in the case of similar accidents elsewhere. But it does not go to anyone in particular.

I want a situation where there is a body, possibly Health, Education, and Welfare—I am not a lawyer; I don't know what the legal procedure would be—where the different accidents at a particular camp go and if they notice a camp is having an unduly large amount of them, they could put their foot down on it and check into it.

I can't help but feel, after the first accident in Canada, where the canoes were smashed, had they pulled this fellow off, there is a good chance my boy might be alive today. After the second accident, it took us three and a half days to find that boy's body—after the second accident; and certainly as an ordinary businessman I would have pulled that fellow off.

If anyone here has a business and someone is driving a truck and they smash it up, you would probably say; "Look, take it easy." You would probably fire him or tell him to be careful.

Mr. DANIELS. Mr. Kurman, would you answer this: Where is the camp located that your son attended?

Mr. KURMAN. New York State.

Mr. DANIELS. How long ago has the accident happened?

Mr. KURMAN. August 5, 1965.

Mr. DANIELS. Do you know whether or not the State of New York has any laws with respect to the licensing of camps, regulating the employment of personnel?

Mr. KURMAN. No, sir; they do not.

Mr. DANIELS. Any laws with respect to sanitation and hygiene outside of the ordinary laws which apply to these fellows?

Mr. KURMAN. Just as the sanitary code, is all they have to comply with.

Mr. DANIELS. No laws with regard to safety?

Mr. KURMAN. Not to my knowledge, sir.

Mr. DANIELS. All right. Are you aware or acquainted with the laws of any other State?

Mr. KURMAN. I have a résumé.

Mr. DANIELS. Other than the State of Michigan to which you referred?

Mr. KURMAN. I have the forms from the State of Michigan right here, where they require accident reports, they require the reports of employees applying for work, and they also have the child fill out a report, which I think is important, because then the camp knows what they are up against. It protects the camp as well as the child.

Mr. DANIELS. Would you mind leaving that with the committee?

Mr. KURMAN. Yes.

Mr. DANIELS. If there is no objection, I ask it be incorporated into the record with the record of this proceeding.

Mr. KURMAN. I will leave that form from the State of Michigan.

Now, incidentally, I bought this book by Jordan Marsh, "Parents' Guide in Summer Camps." There are many books being published on this subject. This was published—I dug into it—published by a couple of camp operators. Naturally, you don't hear or read anything in here except the favorable part of it. It is practically impossible for a parent reading any of the big daily papers or magazines, where new camps advertise and getting a brochure, possibly a brochure from out West or down South or up in New England, to determine the true nature of the camp. He would have to go up there, look at the physical facilities, and in a great many cases the physical facilities don't even resemble the camp.

Also, he would have to check up there with the police about if they had ever been in trouble or that sort of thing. That information is not regularly available. I don't feel the camps ought to publish it and I am not compelling that, but I do want the information available if a parent is sufficiently interested to want to know the nature of the camp to which they send their child. If they are sending a child to a camp and it is on a hazardous expedition, so to speak, I am not in any sense restricting that; that is the parents' concern; if they want to do that, if it is truly mentioned the way it is exactly, okay, that is something

else, but I don't want a brochure to be sent out that in no sense resembles it, that looks like the safety manual, and after you are through reading it, the camp itself violated every one of their own rules. They didn't have any of the equipment that they should have had, and so forth.

This is another interesting thing here, the American Camping Association; they have approval. Now, the American Camping Association camps, they are camps that are approved, there are associate members, there are people who belong to it who don't own a camp, and I feel, as far as they go, they do an excellent job; they do a very good job; however, there is one point in which they are sadly deficient, and that point is personnel. I don't know of anything in a camping industry where there is that personal relationship between camper and counselor that is more important than personnel. Yet that is something that they just stay clear of. They don't bother with that and probably because of the difficulty of getting personnel, and, for the most part, the camps don't want to pay anything or in some cases they can't.

Mr. DANIELS. At the time your son lost his life, it was in Maine?

Mr. KURMAN. The West Branch of Penobscot River below Ripagenas Dam. That is an area, incidentally, where the Great Northern Paper Co., with one of the biggest paper mills in the world, keep their own employees off as being too hazardous. They shoot 180,000 cords of pulpwood logs down there a year, and they don't float but tumble end over end.

Mr. DANIELS. Was this logging operation in effect at the time the boys were canoeing?

Mr. KURMAN. Yes. The logs were going through. They go through constantly.

Mr. DANIELS. Would that not create a very serious hazard for canoeing campers?

Mr. KURMAN. If I were told to investigate a water like that, I would sit on the river bank and write up a report. I would not go into it.

Yes, sir; it is extremely hazardous. A log tumbling end over end can break a person's back, crush a man's skull, it can do various things, it can break a canoe. In fact, I have photographs of some of the canoes that are badly broken.

Mr. DANIELS. With respect to the particular camp the boy attended, what qualifications was a person required to possess in order to qualify as a camp counselor?

Mr. KURMAN. They had to swim a certain amount, I think it was something like 150 yards, I am not certain of the exact amount, and personally I had no fear of that; the boy was a good swimmer, and they gave him a test and in fact I was glad they did give him a test, because some kid may have fooled his way in there and jeopardized the entire group.

Mr. DANIELS. I don't think you understood the question. My question was directed to the camp counselor, not a camper.

Mr. KURMAN. I am sorry. As far as the camp counselor is concerned, I still say that they will take anything off of the bottom of the barrel, anything that walks, breathes, or talks, and he is called a counselor, and that is about it. I will stand by that statement.

Mr. DANIELS. Mr. Collins, any questions?

Mr. COLLINS. In this field of safety, this brings to mind safety in driving automobiles, these counselors' driving too fast, and I wonder

if this is just related to the camps, you know, there is nothing like these teenage counselors, and I don't know how you can cover something like that in a bill.

Mr. KURMAN. As far as that is concerned, it is a difficult subject, as I stated originally. However, as difficult as it may be to cover, it is perfectly possible, by a system of reports of accidents, and so forth, to keep check on what is happening.

Now, I have found that far too many camps, far too many institutions, are far too obsessed with preserving their own public image, preserving their own skin than the welfare of those children. They are reluctant to let the reports out and reluctant to say anything about it but would rather sweep it under the rug and make believe nothing ever happened.

I feel if a situation exists where the camp tragedy or injury, whatever it happens to be, is reported to a central branch, OK, there can be a hearing on this thing, let's determine it, let's clear up the camp once and for all. A camp may be perfectly in the clear. They may be absolutely innocent of the entire thing.

Mr. COLLINS. Let's talk about some specifics. There are really hazards in any camp because of the inherent nature of it. Regardless of physical facilities, I think the big danger is the counselors themselves, if you get down to it. What about the water hazard again? Do States have any limits themselves or can anybody go down any river?

Mr. KURMAN. Unfortunately, to the best of my knowledge again—I am not a lawyer—but, for the most part, just about anything goes; that is about the size of it.

Now, I don't know what State you may be interested in, but call off any State you wish in the United States and I will give you the record right from the Congressional Record inserted there from the last investigation they had into camps, and I will show you how poor the record stands. I don't know what State you are from, sir; I apologize; I am not familiar.

Mr. COLLINS. I am thinking particularly about out West as an example. Out West they shoot the rapids and apparently there is no limit on anybody; anybody can go out on one of those.

Mr. KURMAN. I have a photograph that former Senator Robert Kennedy gave me where he is going down the Snake River, and I have been out there, and he has a life preserver on. OK, if he wants to do that, he is not dragging somebody else's children behind him. That is No. 1. No. 2, there is not much that can happen to him with a life preserver. He may be injured but chances are, he would get over it, but you wouldn't have to go through 3½ days of hell and shut down an operation of 2,000 men to try to find a body, and we were lucky to find it at that.

That is the point I am getting at. In other words, the children didn't have any safety equipment in a water that is impossible to swim in, too cold, too rough, logs tumbling through, it is full of boulders, looks like the Niagara Gorge, not as wide but as wild, with additional hazards of pulpwood logs tumbling down.

Mr. COLLINS. Did you know your boy would be on a canoe trip?

Mr. KURMAN. Yes.

Mr. COLLINS. Did you know what is involved in canoe trips or what was your concept of this?

Mr. KURMAN. My concept of it was this: I knew my boy would be involved on a canoe trip and frankly I wanted him to be involved on a canoe trip. I thought the paddling would do him good. I have the brochure of the camp, and it looks very, very lovely. I think it would put my grandmother at ease for her own little grandchild. It shows a bunch of kids canoeing on a lake and, OK, even if they are going down a river, I wouldn't expect anything of this nature; this is something that no parent would ever expect.

And, incidentally, this is an interesting part, too: They let this young counselor go off and determine when he got there what river he wants to go on—whether or not he cares to go on it. I imagine, if I am running a camp, if I am a camp director, I would carefully plan out the trip ahead of time. I would know the river to which the boy is going, I would know what the pitfalls are.

I was once a counselor at a camp. I worked for three different camps. I was a nature counselor; I had to know the trail and, you know, "Look, kids, be careful; there are rocks that slide down from there," that sort of thing.

I mean this is a situation where it is sheer madness. This is a situation where I have the report; I went to Canada, I drove to Canada, on the first accident; that was belittled as "just a boy losing clothing overboard," and it was part of a dangerous hydroelectric flume, it is part of a dangerous hydroelectric system, and I have the report with me and will be glad to show it to you.

As I say, one accident followed by another accident, still swept under the rug, still let the same counselor continue. Where do we draw the line? It is a very fine line.

I will say this: A lot of people think of camping—and at this point I am going to get rough; I am a little annoyed, or a little impatient, I should say, at this thing because it has been going on so long—a lot of people think of camping in terms of a couple of kids going out with a leader, a little puptent, and having a good time. I used to do it and it was a wonderful thing; I still do. It is no longer that, Mr. Collins. It is an awfully big business. Here is one of the magazines they publish right here. You look through this thing; there is a little in here involving safety. Most of it is "Cost, cost, cost, cost, cost, cost, cost, cost. How can we keep that cost down?"

Incidentally, in this other book I have, you want to find some of the camp directors, and there are a good percentage of them in the off season, Florida, Puerto Rico, Arizona, but the important thing is to get the camp rolling, and after it does, it is a very good thing, and the help you employ, I want it understood, you get your free room and board, give a kid a couple of hundred dollars, that is about it.

The camps today operate between about $650 and $1,400 per season. It averages about $700 to $800. I think I could do very well taking care of a bunch of kids for $700 or $800 for 8 weeks, especially with what they are fed and what my personnel costs are; that is, if I want to throw my conscience away and go into that business——

Mr. DANIELS. Thank you very much.

Mr. KURMAN. Thank you, Mr. Chairman.

Mr. DANIELS. Thank you, Mr. Collins.

Mr. Kurman, do you have anything specific, suggestions with reference to the provisions of this bill?

Mr. KURMAN. Well, I personally feel that the bill is probably necessary to clear the air of any questions that may still linger in anyone's mind as to whether or not there is a need for camp-safety legislation. The statement was made before of 6 million children. The last American Camping Association meeting I went to—and I have been going to them, and I have been getting reports on them—it is now up to 7½ million children.

In other words, it is getting bigger. More children are trying to get into camp today. It is almost like getting into college to get into a camp, especially a good camp. More children are trying today than ever before, and usually long before the season starts they are filled up.

Now, as far as the bill is concerned, as far as the need for additional study, if additional study must be made, I want any study made that has to clear the air; by the same token, I want this understood: I don't want any further delay for the sake of protecting an industry rather than protecting our children, and I say that without any reservation in this respect. I may be stepping on sacred toes at this point, but I don't care. There are Members of the Congress who own camps. I have a record of one gentleman who has a camping group and said: Let's face it. The Government is now in the automobile-safety business. They are even in the meat-inspection business. He said: Let's keep them out of the camping business. He said: Please, not that.

I don't see anything wrong with keeping our children protected, keeping some sort of eye on 7½ million kids going to camp.

I have the names of different lobbies for the camp groups, and I only mention this for one reason. It is a business the same as any other business, and let's treat it like a business instead of a sacred cow floating off in the atmosphere as though for legal purposes it hardly exists and yet they are taking care of our children.

Mr. DANIELS. Mr. Kurman, I want to bring to your attention the particular bill before the subcommittee, H.R. 763, which was introduced by myself, which provides that the Secretary of Health, Education, and Welfare shall undertake a study of State and local laws and regulations governing the operation of youth camps to determine, one, the extent of such laws and regulations and, two, the effect of the enforcement of such laws and regulations by State and local authorities.

We are not getting up standards or guidelines but just making a study here.

In addition thereto, section 4 of the bill requires the Secretary to submit a report of his findings and recommendations to the President to assure safe operations of camps, and section 5 provides for establishment of a welfare advisory council on youth camp safety to assist the Secretary in the preparation of this report and the study in connection therewith.

Do you favor such a bill?

Mr. KURMAN. I favor such a bill, and I would like to add this proviso, if I may, and, as I say, I am not a lawyer; I don't know, but I am just talking about the way I feel about this, and that is it.

I feel that, number one, there are individuals in Health, Education, and Welfare who I have been up against, I have discussed it with them, who are also very, very close with the camping industry. I would want those people on there because, let's face it, they have to advise us on an industry and they are very well qualified to do so; however, I would

also like other people added to the committee who are distinguished citizens who will be a part of that committee.

Mr. DANIELS. Now, I can't tell the Secretary who to put on the committee, but I have faith in the man's ability and his sincerity and that he will follow the mandate of Congress.

Mr. KURMAN. I have no choice except to go along with that, because something has to be done; however, this legislation comes about, it will have to be; but the only suggestion I do have in mind is this: The longer we wait—and I have been at it now for 4 years, and since that time I have encountered countless tragedies all over the United States and I had encountered countless tragedies long before my boy was killed—and the longer we wait, the only way we can count that loss of time is in additional lives that are lost.

Now, the lives that are lost, everyone always feels that it is the other family, it will never happen to their family. This is something that sooner or later comes home to all of us; and the sooner this is taken care of, the sooner a child in the South, the sooner a child in the West, North, East, whoever it happens to be, rich or poor, white or black, will be protected; and the longer we let this thing go on the way it is, we will not have the protection that the children are entitled to.

I have situations where retailers are calling for the licensing of interior decorators; well, there is money involved; they are losing sales, the people buying furniture wholesale.

Mr. DANIELS. Mr. Kurman, I want to compliment you for appearing and giving us the benefit of your views. I wholeheartedly agree with you: at least it is my opinion, and I am only speaking for myself as an individual member of this committee, that there is need for a study to be conducted in this area to have us furnish the leadership to show the States there is a real necessity for them to regulate the campsites in their States and to cover the various aspects of camps, the administration, the hygiene, safety, personnel, and so forth.

So I, on behalf of the committee, want to express my thanks to you.

Mr. KURMAN. Thank you very much, Congressman Daniels; I appreciate it.

Mr. DANIELS. If you have any additional information you desire the committee to have, I would suggest you consult with counsel, Mr. Krivit, counsel for the majority, and Mr. LaVor, for the minority counsel.

Mr. KURMAN. All right. Thank you very much. I appreciate it.

Mr. DANIELS. The next witness is Dr. John Kirk, president-elect, American Camping Association, Inc., Bradford Woods, Martinsville, Ind.

Dr. Kirk, you may proceed.

STATEMENT OF DR. JOHN KIRK, PRESIDENT-ELECT, AMERICAN CAMPING ASSOCIATION, INC., BRADFORD WOODS, MARTINSVILLE, IND.

Dr. KIRK. Mr. Chairman, members of the Select Subcommittee on Labor, my name is Dr. John J. Kirk, director of the New Jersey State School of Conservation, and I am president-elect of the American Camping Association, which is a national nonprofit association founded in 1910 by persons interested in organized camping.

For the information of the members of this committee, the American Camping Association membership of almost 8,000 men and women represents the leadership of some 47 different kinds of organized camps. These are camps for boys and girls, as well as for some senior citizens.

They are sponsored by private individuals, by agencies such as youth organizations, churches, schools, settlement houses, and quite a few by government agencies.

About 3,400 of our membership are camp members, too. To qualify for this, camps must be personally visited and evaluated by trained standard visitation teams before they can become accredited in the American Camping Association. These camps are then listed in the directory, which I have here.

The American Camping Association is honored to appear before this committee to testify on H.R. 763, the Youth Camp Safety Survey Act. The American Camping Association wholeheartedly endorses the purposes of this bill and will support it to the best of its ability in all 50 States.

To us it makes good sense to undertake a study of all State and local laws and regulations governing the operation of youth camps, to determine (1) the extent of such laws and regulations and (2) the effectiveness of the enforcement of such laws and regulations by State and local authorities.

Six years ago I received my doctorate from the University of Michigan for a similar survey, and I feel that H.R. 763, with the full backing of the U.S. Government, can make an even more thorough and penetrating study, and most certainly this is very timely.

We do have some suggestions and recommendations for parts of this bill. Under section 5, it is our hope that the Advisory Council on Youth Camp Safety will take full advantage of the expertise of the thousands of persons in the private sector who by long experience and study have become expert in the camping field to the point where they are in a position to be of great value to the Advisory Council and to American youth.

The American Camping Association, which is the only national organization that includes in its membership representatives from all segments of the organized camping profession, is in a unique position to be of assistance here. Just this past week a member of the staff of the association spent 5 days in Puerto Rico as a special consultant to the Commonwealth of Puerto Rico on camp legislation, licensing, and camping procedures.

Officers and members of the staff of the American Camping Association have been consultants to Members of the House of Representatives and to the Senate and to the Vice President of the United States, as well as to many of the bureaus of the executive branch of the Federal Government.

We feel that ACA is qualified not only to advise but perhaps to even undertake this study for the Department of Health, Education, and Welfare on a contractual basis, if the Advisory Council would feel that this was desirable.

I have one other question about H.R. 763. In section 6, page 4, lines 1 and 2, the statement is made: "The Secretary of Health, Education, and Welfare will make a study of camps and campgrounds conducted by Federal agencies."

I should like to point out that it is commonly understood the word "camp" would mean "youth camp," and the word "campgrounds" would mean a place where a family might camp. These are two quite different things. Their purpose is different, their operation is different.

The American Camping Association deals with such family campgrounds through its affiliate, the Family Camping Federation, which also has standards for accreditation. I know I can speak for the Family Camping Federation when I say they would be glad to help in this situation.

I should also mention that there is one situation where the youth camps and family campgrounds might have a common purpose. The daycamps being operated for disadvantaged children from our cities might well use a family campground area, and so also with the youth camps being operated by the Office of Economic Opportunity and its branches when these use Federal lands, such as various military installations. Here the necessity for survey and evaluation is all-important.

Thank you very much, Mr. Daniels, for this opportunity to testify for H.R. 763 and for the American Camping Association.

May I also express our appreciation to the other fine members of your committee.

Mr. DANIELS. We are appreciative to having you here and I, on behalf of the committee, desire to express our thanks to you.

Have you any idea of how many camps there are in the United States of America?

Dr. KIRK. The recent survey indicates around 11,500 serving approximately 7½ million children.

Mr. DANIELS. Are these children both boys and girls?

Dr. KIRK. Yes.

Mr. DANIELS. What ages?

Dr. KIRK. They would range in age from 6 to 17 or 18. That is school age, I would say.

Mr. DANIELS. Now you have been working in this area for a number of years. Could you give us a little bit about your background?

Dr. KIRK. Yes, sir. For 5 years I administered the licensing program for the State of Michigan. I appreciate the kind words on the Michigan regulations, I wrote the regulations in 1960.

In 1963 I conducted a research project which amounted to a critical analysis of the laws in the 50 States and also developed a model law. I have here a copy of the model law and a summation of my findings in the 50 States.

Approximately 26 States have adequate legislation in the areas of sanitation. About 15 would have safety regulations that would be meaningful. About three or four make reference to personnel.

Michigan has perhaps the most sophisticated program in the country. I say this, recognizing my bias.

Mr. DANIELS. Could you describe Michigan's program?

Dr. KIRK. Yes. Under the department of soical services, formerly the department of social welfare, all camps are required to be licensed and inspected annually. Before a camp may open, the building plans have to be submitted for review by the supervisor of camping and by the State fire marshal and the chief of environmental sanitation. All building plans have to come into that one office and be reviewed.

The site has to be approved by the State before building. Then there is an ongoing consultation service that is provided for the operator of the camp in all areas of program—waterfront, archery, rifle, what-have-you. This is a service of the State, and there is no charge for this service.

The regulations cover, for the inspection form, the following procedure. It is broken down into four areas: one would be housing, and another would be sanitary facilities: there would be a program area, where archery ranges, rifle ranges, horseback facilities and so forth would be checked, as well as waterfront; the kitchen and related areas would also be checked.

There are approximately 1,000 camps in the State of Michigan visited every summer. If a camp fails to meet a regulation and the failure is such that it is not immediately injurious to children, the camp is placed in a provisional category and given a 3-year grace period to make the corrections.

If it is immediately injurious—let us assume the waterfront was unsafe—then that particular section of the camp would be closed immediately.

If it was something so serious that there was no way of correcting it or shutting off that one segment, then the camp would be closed and the youngsters would be returned home within 24 hours.

In 5 years this happened three times. It does not happen too often.

That, in essence, is the Michigan program.

Mr. DANIELS. Do the Michigan laws contain any provision with reference to personnel?

Dr. KIRK. Yes, sir, on counselors.

Mr. DANIELS. Does it set forth any specific provisions with reference to their qualifications, background?

Dr. KIRK. It does, in the areas of——

Mr. DANIELS. Honesty, integrity and morality?

Dr. KIRK. When you get into the areas of honesty, integrity and morality, you find the same as you find in hiring teachers or professors. It is something extremely difficult to determine on the basis of even an interview. Of course, you use reference forms. I know of few camps, if any, that would hire somebody without reference forms and without a personal interview. Again, you can be fooled.

I have been fooled a few times, not only with camp counselors, but with hiring college professors. So, in terms of the regulations, there is a general statement to this effect, but in terms of measuring, it is pretty nebulous.

In terms of specific qualifications for waterfront, there are regulations, and for rifle, they would follow the National Rifle Association. And the minimum age of a director, minimum age of counselors, is 18 in Michigan.

Mr. DANIELS. In Michigan, if a person has a criminal record, would he be hired as a camp supervisor?

Dr. KIRK. He possibly could be, yes.

Mr. DANIELS. I assume all of the health laws are enforced at these camps?

Dr. KIRK. Yes; the camp is visited twice, once by the representative of the department of social services, and by the county or State health representatives, depending on who has jurisdiction, and it varies. Some counties do not have their own health department.

Mr. DANIELS. You say there is a difference between a camp and a campground?

Dr. KIRK. Yes, sir.

Mr. DANIELS. A camp, I believe you stated, is a place where young people would be sheltered, whereas for campgrounds it is more for a family group.

Dr. KIRK. Actually, to qualify the word "camp", when we think of "camp"—and when I say "we", I mean we in the business—we usually think of an organized camp. There could be families, but this is where the program is more or less packaged.

The children or adults or the family would go and they would have meals in a common dining-room, and there would be set activities which they would attend. This is an organized camp.

Your campgrounds provide usually a place for your trailer or for your tent, and hopefully adequate sanitary facilities, and a place to cook, and something of this type, where the family generates its own program.

There are private campgrounds, several of them now, throughout the United States, and of course the Government has been in this business for a long, long time, and I think it does a very, very fine job.

Mr. DANIELS. It it your opinion the campgrounds require certain regulations and supervision?

Dr. KIRK. Yes, sir; I would say so. I am treading on thin ice, because it is not my area of specialization; however, in terms of space allotment, the number of sanitary facilities available, the distance that one would have to carry water, things of this type, I think there should be guidelines. As I say, this is not my area of specialization, so I am treading on thin ice.

Mr. DANIELS. I believe you said that 26 States have laws?

Dr. KIRK. Sanitary laws, yes, sir.

Mr. DANIELS. Sanitary laws?

Dr. KIRK. Yes, sir.

Mr. DANIELS. But only one State in your opinion has a really worthwhile program, and that is the State of Michigan?

Dr. KIRK. It has the most comprehensive program, but there are other States; Colorado, Massachusetts, a few others have adequate programs.

Mr. DANIELS. How many States have no laws whatsoever?

Dr. KIRK. Let's see—24 would have relatively little or nothing in the way of legislation. This was as of 1963. I have to qualify that.

I understand that South Dakota was considering new legislation. I have not been this active in the field since 1963.

Mr. DANIELS. As of what date?

Dr. KIRK. 1963.

Mr. DANIELS. You said you submitted a report on your survey in 1966 regarding whether or not there are any regulations pertaining to camps. Do you have a copy?

Dr. KIRK. Yes, and I rated every regulation from "excellent" down to "poor" to "no regulation."

Mr. DANIELS. Do you have a copy to submit?

Dr. KIRK. I have three copies.

Mr. DANIELS. If there is no objection, I would ask that that report be incorporated in the record.

(The document referred to follows:)

CAMP LEGISLATION IN THE UNITED STATES—A MODEL LEGISLATIVE PROGRAM AND A SURVEY OF EXISTING STATE PROGRAMS

(By John J. Kirk, New Jersey State School of Conservation, Branchville, N.J., 1964)

INTRODUCTION

During the past year many camping leaders throughout the country have written requesting excerpts from our doctoral study concerned with camp legislation in the fifty states. We would be most pleased to answer each of these inquiries individually but time does not permit us to do so. However, we do wish to share our findings and recommendations with all those interested in this very important aspect of the camping field. We have, therefore, reproduced from the closing chapter of the study, the model law and the suggested regulations which were developed as a result of reviewing every type of camp legislative program in the United States.

We have also included the twelve tables from the study which provide a breakdown as to the scope of the program in each of the fifty states. For those wishing additional information, the complete study has been published on microfilm and may be found in most university libraries.

J. J. K.

EXCERPTS FROM THE MODEL LAW OF THE MODEL LEGISLATIVE PROGRAM AND TABLES OF EXISTING STATE PROGRAMS

The suggested legislative program consists of an enabling act requiring the licensing and inspection of all children's camps. In addition to the "camp law" a set of camp regulations have been developed again within the framework of the eight categories of the established criteria. These regulations represent a "core" of regulations which could be adopted in all states. Some states would be expected to add regulations to offer protection for children in areas that tend to present problems due to local climatic conditions, terrain and the like.

SUGGESTED LEGISLATIVE PROGRAM

As a result of the analytical survey of camp legislation in the fifty states the following enabling act is suggested as a guide to those state legislatures contemplating legislation intended to protect children while engaging in a summer camp experience.

THE CHILDREN'S CAMP ACT

An act providing for the regulation and control of children's summer camps organized for education, recreational, religious purposes with provisions for violations.

I. Definitions:

a. For the purpose of this Act a children's camp shall mean any parcel or parcels of land having the general characteristics and features of a camp as the term is generally understood, used wholly or in part for recreational or instructional purposes and accommodating for profit or under philanthropic or charitable auspices five or more children under eighteen years of age, apart from their parents, relatives or legal guardians for a period of five days or more. The site may or may not be equipped with temporary or permanent buildings and may be operated as a day camp or as a resident camp.

b. Person shall mean any individual, group of individuals, association, parternership or corporation.

c. Department shall mean the State Department of Health and/or Welfare.

II. The department shall be responsible for the development and publication of adequate regulations intended to protect the health, welfare and safety of children attending camps. The department shall, when necessary, utilize the services of any and all other state agencies to assist in carrying out the purposes of this Act.

III. Before any person shall operate a children's camp he shall obtain a camp license by making application on a prescribed form to the department. Such application shall be made at least thirty days prior to the proposed opening date of said camp. A separate application must be submitted for each camp the person operates. Before issuing such license the department shall investigate the adequacy of the person and of the proposed facilities. If satisfied, as to the good character and intent of the person and that the facilities at the campsite are conducive to the health, welfare and safety of children, a license shall be issued. A provisional license may be issued to the person if the campsite does not meet all the regulations of said department as provided in Section II hereof. All licenses shall expire on December 31 of the year of issue unless revoked as authorized by Section V or this Act and shall be reissued annually upon application, except that a provisional license may not be in effect for more than three consecutive years. Each license shall specify the age, sex and number of children which may be served and the specific site where the camp may operate.

IV. It shall be the duty of the department to make at least an annual inspection of each children's camp while it is in operation. The duly authorized representative of the department shall have the right of entry and access to any such camp at any reasonable time.

V. A license may be revoked at any time for failure to comply with this Act or the regulations promulgated under the provisions of Section II. The person whose license is revoked shall be entitled to a hearing before the director of the department. A request for such hearing shall be made by the person in writing to the director. The director shall serve notice as to date, time and place of such hearing by registered mail at least five days prior to said date. The person shall be entitled to be represented by legal counsel and shall have the right to produce evidence and testimony at such hearing. The decision of the director regarding the licensing status of the camp shall be based on the evidence and testimony presented at such hearing.

VI. No county, city, township or other unit of local government shall establish regulations which conflict with this act or the regulations promulgated under the provisions of Section II.

VII. Any person violating any of the provisions of this act or the regulations promulgated under the provision of Section II shall be guilty of misdemeanor and shall upon conviction thereof be fined not less than $100 nor more than $500 at the discretion of the court. Each violation shall constitute a separate offense.

COMMENTARY

Line 1 through 14. This definition is intended to include both public and private camps operating either as a day camp or resident camp. The number of children served and the number of days the camp will operate tend to be the determining factor in this definition of a children's camp. Five children and five days appear to be the most efficient criteria based on the experience of several existing state programs.

Line 15 through 17. This definition of "person" is quite frequently used by states and appears quite popular since it is most conclusive and does cover all possibilities for camp sponsorship.

Lines 18 and 19. No attempt has been made to identify the most appropriate state agency to administer the camp program since there are many variables to be considered. It would appear, however, that this responsibility more logically belongs to the State Health Department or the State Welfare Department. The majority of existing programs are administered by State Health Departments. However, two of the most inclusive programs, found in the State of Colorado and the State of Michigan are administered by the State Welfare Department. It

appears, therefore, that the determination should be made on the basis of which department, Welfare or Health, is best equipped from the standpoint of personnel and state-wide coverage to administer the program. Furthermore, it should be remembered that the key to a successful program is not the enforcing agency but the training and experience of the personnel hired to administer the program. Regardless of the state agency selected the personnel hired to administer the program should have had some training and experience in the field of organized children's camping.

Line 20 through 26. This authorizes the enforcing agency to promulgate the necessary regulations intended to govern the operation of children's camps and also requires the enforcing agency to utilize the resources of other state agencies in the areas requiring particular and unique competence. This provision tends to minimize the danger of overlapping state services.

Line 27 through 37. The camp operator is required to apply for a license a month prior to the opening of camp. This enables the enforcing agency ample time to schedule a visit to the campsite and determine its suitability for a children's camp.

Line 38 through 47. A provisional license is authorized to permit the camp operator to open camp while some sections of the camp may still be sub-standard yet not immediately injurious to children. The enforcing agency is then empowered to make this determination. The three year provision gives ample time for the operator to make major corrections.

Line 48 and 49. This insures that the facilities at the campsite will not be strained beyond capacity which is a definite safeguard for the children.

Line 50 through 55. This guarantees that the camps will be evaluated each year and any conditions which may prove injurious to children will, in all likelihood, be identified and corrected.

Line 56 through 71. This section authorizes the immediate closure of any camp which constitutes a serious threat to the health, welfare and safety of children. The hearing clause also provides the operator with a legal means of contesting the decision if he believes the enforcing agency has been unfair in making the determination. This is an extremely important section of the law and provides protection for the children and also for the rights of the camp operator.

Line 72 through 75. This section prohibits any unit of local government from superimposing additional restrictions on children's camps. The state regulations should represent all that is necessary to protect the health and welfare of children and the addition of local restriction should be unnecessary.

Line 76 through 82. The penalty prescribed for the deliberate violation of any law should be sufficient to discourage potential offenders. The penalty prescribed, although within reason, should accomplish this goal.

SUGGESTED CAMP REGULATIONS

The following regulations are offered as a guide to any state agency considering the promulgation of camp regulations. They are not intended to be a panacea but rather a "core" from which the enforcing agency may add or delete what appears necessary on the basis of factors which may be unique to the state in question. Furthermore, if unanimously adopted, they would minimize the discrepancies that now exist between state programs.

I. Camp Personnel

1. There shall be at least one cabin counselor over eighteen years of age for every ten children in camp.
2. The camp director shall be at least twenty-one years of age with at least three years of experience in a leadership position on a camp staff.
3. The waterfront director shall be at least twenty-one years of age and shall possess a current Red Cross Water Safety Instructor Certificate or its equivalent.
4. There shall be mature and competent instructors to supervise archery, horseback riding, rifle and any other camp activity considered to be of a hazardous nature.

II. Program

5. The camp operator shall provide a program of activities which shall meet the generally recognized needs of children.

6. Careful and constant supervision shall be maintained at all times with reasonable segregation according to age and sex for those camp activities involving physical contact.

III. Site and Facilities

7. The topography of the campsite shall be such as to enhance the drainage of storm water away from the living quarters.

8. Each tent, cabin or other structure used for living or sleeping quarters shall have windows or openings equal to at least one-tenth of the floor area for the admission of air and natural light.

9. Each camper shall be provided with a comfortable bed and shall sleep alone. The beds shall be at least three feet apart and the heads of sleepers must be alternated.

10. Cabins, tents or other structures used for sleeping quarters shall provide a minimum of thirty-five square feet of floor space per occupant.

IV. Administration

11. The camp operator shall maintain records of personal data for each child. Minimum records shall include the camper's name, age and address; the name, address and telephone number of parent or guardian; and dates of admission and discharge.

12. A written report shall be submitted to the licensing agency by the camp operator regarding any serious illness or accident to a camper which results in hospitalization or death.

V. Health

13. Arrangements shall be made with a licensed physician residing locally to be on call at all times in case of an emergency.

14. The camp operator shall require all campers and staff to submit a medical history, record of immunization and a report of physical examination administered by a licensed physician within a month prior to the opening of camp.

15. A room, tent or building protected from flies and insects shall be maintained on the camp grounds for the temporary isolation of sick campers and staff members.

16. The staff of a resident camp shall include either a licensed physician, a registered nurse or a certified Camp Health Director. A day camp staff shall include one of the above or a Red Cross Advanced First Aider.

17. All cases of communicable diseases occurring in camp shall be immediately reported to the State Board of Health by the camp health supervisor or the camp director.

18. Standard first aid equipment and such medical equipment as deemed necessary shall be available and maintained by the camp health supervisor.

19. The camp health supervisor shall be required to maintain a medical log listing the date, name of camper, ailment and treatment prescribed.

VI. Sanitation

Since all states have sanitary regulations intended to safeguard the public health, it is suggested that any state agency considering the development of camp regulations use its sanitary code as a basis for the promulgation of rules in this category. The areas that should be protected are: water supply; plumbing installation; swimming pool construction; sewerage disposal; garbage and waste disposal; food protection and handling; food storage and refrigeration; milk supply and serving procedure; dish washing procedure; insect, weed and rodent control; housing of animals and livestock; general camp cleanliness.

It is further suggested that the required ratio of toilet and lavatory facilities be established at one toilet and lavatory for every twelve camp occupants of each sex.

VII. Safety

20. The area used for swimming shall be clearly marked for non-swimmers; beginners, and swimmers. All persons shall be confined to the limits of the areas for which they have been classified.

21. The buddy system or some approved variation thereof shall be used for checking bathers.

22. The water shall be of such clarity that a twelve-inch white square with a six-inch black center may be seen in five feet of water at all times when the beach is in use.

23. Lifesaving equipment which is adequate for the type of acquatic program conducted shall be provided and so placed that it will be immediately available.

24. All non-swimmers shall be required to wear vest-type life preservers whenever in boats.

25. In addition to the waterfront director, there shall be one Red Cross qualified lifeguard or equivalent for every twenty-five swimmers.

26. There shall be carbon dioxide or dry chemical fire extinguisher located in the kitchen or cooking area.

27. All containers for gasoline and all explosives shall be plainly marked and stored in a locked building away from the living quarters.

28. All heating equipment shall have been tested and approved by a nationally recognized testing laboratory

29. There shall be at least one fire extinguisher available in the living area for every 2000 feet of floor space utilized as living quarters.

30. The camp director shall establish at least two fire escape routes from the campsite to be used in the event of such an emergency.

31. Archery and rifle equipment shall be stored in a locked cabinet or building when not in use.

32. Archery and rifle ranges shall be constructed and operated in accordance with recognized national standards, such as the National Rifle Association or the Camp Archery Association

33. All horseback trips away from the main campsite shall be accompanied by two qualified riding instructors.

VIII. Transportation

34. The number of campers in transportation units shall not exceed the riding capacity of each unit.

35. All transportation equipment and vehicles shall be maintained in safe operating condition and shall meet all safety tests required by the laws of the state.

36. All drivers of camp vehicles transporting children shall hold a valid driver permit and shall be over twenty-one years of age.

37. Transportation shall be available at the campsite at all times to be used in the event of an emergency.

The proposed Children's Camp Act and the suggested camp regulations if adopted by any state should provide quite adequately for the health, welfare and safety of children. However, it should once again be pointed out that any legislative or regulatory program regardless of its merits will not succeed unless administered by qualified personnel who, through experience and training, have developed sufficient insight and ability to recognize when the health, welfare and safety of children in a camp setting is truly in danger. Without such personnel administering the camp licensing program, the laws and regulations will not achieve their intended purpose.

TABLE 1.—STATE REGULATIONS AFFECTING CAMPING

[Code: 1—excellent; 2—good; 3—fair; 4—no regulations]

Category	Alabama	Alaska	Arizona	Arkansas	California
I. Camp personnel:					
Age requirement for counselors	4	4	4	4	1
Counselor-to-camper ratio	4	4	4	4	1
Minimum age of director	4	4	4	4	2
Required training for aquatic staff	4	4	4	3	2
II. Program:					
Supervision of activities	4	4	4	4	4
Restriction for hazardous activities	4	4	4	4	4
III. Site and facilities:					
Location and drainage of site	4	2	2	2	1
Type and size of living quarters	4	2	4	2	3
Sleeping accommodations	4	1	4	1	3
IV. Administration:					
Responsibilities of the director	4	4	4	4	4
Personal histories					
V. Health:					
Doctor on call	4	4	4	2	1
Physical examination required	4	4	4	1	2
Isolation quarters or camp infirmary	4	4	4	2	1
Health supervisor on staff	4	4	4	2	2
First-aid supplies	4	4	4	2	1
Medical treatment record	4	4	4	4	1
VI. Sanitation:					
Ratio of toilet facilities	3	1	1	4	1
Sewage disposal	2	2	2	1	1
Garbage and waste disposal	2	2	2	1	1
Food protection and food handling	4	2	2	1	1
Food storage and refrigeration	4	2	2	1	1
Milk supply and serving methods	4	2	4	1	1
Safe water supply	2	1	1	1	1
Sanitation of dishes and utensils	4	3	3	1	1
Insect, weed, and rodent control	4	4	3	4	1
Animal regulations	4	4	4	4	3
Camp cleanliness	3	1	3	1	1
VII. Safety:					
Aquatic facilities	4	4	4	1	2
Archery ranges	4	4	4	4	4
Rifle ranges	4	4	4	4	4
Horseback riding procedures	4	4	4	4	4
Fire regulations	4	3	3	4	1
Heating equipment	4	1	4	4	1
VIII. Transportation:					
Condition of camp vehicles	4	4	4	4	4
Age and qualifications for drivers	4	4	4	4	4

TABLE 2.—STATE REGULATIONS AFFECTING CAMPING

[Code: 1—excellent; 2—good; 3—fair; 4—no regulations]

Category	Colorado	Connecticut	Delaware	Florida	Georgia
I. Camp personnel:					
Age requirement for counselors	2	4	4	4	4
Counselor-to-camper ratio	1	4	4	4	4
Minimum age of director	3	4	4	4	4
Required training for aquatic staff	1	4	4	4	4
II. Program:					
Supervision of activities	1	4	4	4	4
Restruction for hazardous activities	2	4	4	4	4
III. Site and facilities:					
Location and drainage of site	1	4	1	1	4
Type and size of living quarters	3	4	2	1	4
Sleeping accommodations	1	4	1	1	4
IV. Administration:					
Responsibilities of the director	1	3	4	1	4
Personal histories of campers	1	4	4	4	4
V. Health:					
Doctor on call	2	4	4	4	4
Physical examination required	2	4	2	4	4
Isolation quarters or camp infirmary	2	4	4	3	4
Health supervisor on staff	1	4	4	3	4
First-aid supplies	1	3	2	4	4
Medical treatment record	2	4	4	4	4
VI. Sanitation:					
Ratio of toilet facilities	1	1	4	1	4
Sewage disposal	1	2	1	1	4
Garbage and waste disposal	1	2	1	1	4
Food protection and food handling	1	1	1	1	4
Food storage and refrigeration	1	1	1	1	4
Milk supply and serving methods	1	4	3	3	4
Safe water supply	1	1	1	1	4
Sanitation of dishes and utensils	1	1	1	1	4
Insect, weed, and rodent control	2	4	2	2	4
Animal regulations	4	4	4	3	4
Camp cleanliness	2	3	3	1	4
VII. Safety:					
Aquatic facilities	1	3	1	4	4
Archery ranges	1	4	4	4	4
Rifle range	1	4	4	4	4
Horseback riding procedures	1	4	4	4	4
Fire regulations	1	3	2	3	4
Heating equipment	4	3	4	1	4
VIII. Transportation:					
Condition of camp vehicles	1	4	4	4	4
Age and qualifications for drivers	1	4	4	4	4

TABLE 3.—STATE REGULATIONS AFFECTING CAMPING

[Code: 1—excellent; 2—good; 3—fair; 4—no regulations]

Category	Hawaii	Idaho	Illinois	Indiana	Iowa
I. Camp personnel:					
Age requirement for counselors	4	4	4	4	4
Counselor-to-camper ratio	4	4	3	4	4
Minimum age of director	4	4	4	4	4
Required training for aquatic staff	4	4	4	4	4
II. Program:					
Supervision of activities	4	4	4	4	4
Restriction of hazardous activities	4	4	4	4	4
III. Site and facilities:					
Location and drainage of site	4	4	1	4	4
Type and size of living quarters	4	4	2	4	4
Sleeping accommodations	4	4	1	4	4
IV. Administration:					
Responsibilities of the director	4	4	4	4	4
V. Health:					
Doctor on call	4	4	1	4	4
Physical examination required	4	4	1	4	4
Isolation quarters or camp infirmary	4	4	2	4	4
Health supervisor on staff	4	4	1	4	4
First-aid supplies	4	4	4	4	4
Medical treatment record	4	4	4	4	4
VI. Sanitation:					
Ratio of toilet facilities	4	4	4	4	4
Sewage disposal	4	4	1	4	4
Garbage and waste disposal	4	4	1	4	4
Food protection and handling	4	4	1	4	4
Food storage and refrigeration	4	4	1	4	4
Milk supply and serving methods	4	4	1	4	4
Safe water supply	4	4	1	4	4
Sanitation of dishes and utensils	4	4	1	4	4
Insect, weed, and rodent control	4	4	2	4	4
Animal regulations	4	4	4	4	4
Camp cleanliness	4	4	3	4	4
VII. Safety:					
Aquatic facilities	4	4	1	4	4
Archery ranges	4	4	4	4	4
Rifle ranges	4	4	4	4	4
Horseback riding procedures	4	4	4	4	4
Fire regulations	4	4	1	4	4
Heating equipment	4	4	1	4	4
VIII. Transportation:					
Condition of camp vehicles	4	4	4	4	4
Age and qualifications for drivers	4	4	4	4	4

TABLE 4.—STATE REGULATIONS AFFECTING CAMPING

[Code: 1—excellent; 2—good; 3—fair; 4—no regulations]

Category	Kansas	Kentucky	Louisiana	Maine	Maryland
I. Camp personnel:					
Age requirement for counselors	4	4	4	4	4
Counselor-to-camper ratio	4	4	4	4	4
Minimum age of director	4	4	4	4	4
Required training for aquatic staff	4	4	4	4	4
II. Program:					
Supervision of activities	4	4	4	4	4
Restriction for hazardous activities	4	4	4	4	4
III. Site and facilities:					
Location and drainage of site	2	1	4	1	4
Type and size of living quarters	4	4	4	3	4
Sleeping accommodations	4	4	4	3	4
IV. Administration:					
Responsibilities of the director	3	3	4	4	4
Personal histories of campers	4	4	4	4	4
V. Health:					
Doctor on call	4	4	4	4	4
Physical examination required	4	4	4	4	4
Isolation quarters or camp infirmary	4	4	4	2	4
Health supervisor on staff	4	4	4	4	4
First-aid supplies	4	4	4	2	4
Medical treatment record	4	4	4	4	4
VI. Sanitation:					
Ratio of toilet facilities	4	2	4	1	4
Sewage disposal	2	2	4	1	4
Garbage and waste disposal	2	3	4	1	4
Food protection and food handling	4	4	4	1	4
Food storage and refrigeration	4	4	4	1	4
Milk supply and serving methods	4	4	4	2	4
Safe water supply	3	1	4	1	4
Sanitation of dishes and utensils	4	4	4	1	4
Insect, weed, and rodent control	4	4	4	3	4
Animal regulations	4	4	4	4	4
Camp cleanliness	4	4	4	4	4
VII. Safety:					
Aquatic facilities	4	4	4	3	4
Archery ranges	4	4	4	4	4
Rifle ranges	4	4	4	4	4
Horseback riding procedures	4	4	4	4	4
Fire regulations	4	4	4	4	4
Heating equipment	4	4	4	4	4
VIII. Transportation:					
Condition of camp vehicles	4	4	4	4	4
Age and qualifications for drivers	4	4	4	4	4

TABLE 5.—STATE REGULATIONS AFFECTING CAMPING

[Code: 1—excellent; 2—good; 3—fair; 4—no regulations]

Category	Massachusetts	Michigan	Minnesota	Mississippi	Missouri
I. Camp personnel:					
Age requirement for counsellors	4	1	4	4	4
Counsellor-to-camper ratio	4	1	4	4	4
Minimum age of director	4	4	4	4	4
Required training for aquatic staff	4	1	4	4	4
II. Program:					
Supervision of activities	2	2	4	4	4
Restriction for hazardous activities	4	2	4	4	4
III. Site and facilities:					
Location and drainage of site	1	3	3	4	4
Type and size of living quarters	1	3	3	4	4
Sleeping accommodations	1	2	1	4	4
IV. Administration:					
Responsibilities of the director	4	1	3	4	4
Personal histories of campers	2	1	4	4	4
V. Health:					
Doctor on call	1	2	1	4	4
Physical examination required	1	2	2	4	4
Isolation quarters or camp infirmary	1	1	1	4	4
Health supervisor on staff	1	1	4	4	4
First-aid supplies	1	1	1	4	4
Medical treatment record	4	1	1	4	4
VI. Sanitation:					
Ratio of toilet facilities	1	1	1	4	4
Sewage disposal	1	1	1	4	4
Garbage and waste disposal	1	1	1	4	4
Food protection and food handling	1	1	1	4	4
Food storage and refrigeration	1	1	1	4	4
Milk supply and serving methods	1	1	1	4	4
Safe water supply	1	1	1	4	4
Sanitation of dishes and utensils	1	1	1	4	4
Insect, weed, and rodent control	2	1	4	4	4
Animal regulations	4	1	3	4	4
Camp cleanliness	2	1	2	4	4
VII. Safety:					
Aquatic facilities	1	1	3	4	4
Archery ranges	4	2	3	4	4
Rifle ranges	4	2	2	4	4
Horseback riding procedures	4	2	4	4	4
Fire regulations	2	2	4	4	4
Heating equipment	4	4	4	4	4
VIII. Transportation:					
Condition of camp vehicles	4	4	4	4	4
Age and qualifications for drivers	4	3	4	4	4

TABLE 6.—STATE REGULATIONS AFFECTING CAMPING

[Code: 1—excellent; 2—good; 3—fair; 4—no regulations]

Category	Montana	Nebraska	Nevada	New Hampshire	New Jersey
I. Camp personnel:					
Age requirement for counselors	4	4	4	4	4
Counselor-to-camper ratio	4	4	4	4	4
Minimum age of director	4	4	4	4	4
Required training for aquatic staff	4	4	4	4	4
II. Program:					
Supervision of activities	4	4	4	4	4
Restriction for hazardous activities	4	4	4	4	4
III. Site and facilities:					
Location and drainage of site	1	2	4	1	4
Type and size of living quarters	4	3	4	1	4
Sleeping accommodations	4	1	4	1	4
IV. Administration:					
Responsibilities of the director	3	4	4	4	4
Personal histories of campers	4	4	4	4	4
V. Health:					
Doctor on call	4	1	4	1	4
Physical examination required	4	4	4	1	4
Isolation quarters or camp infirmary	4	1	4	1	4
Health supervisor on staff	4	4	4	1	4
First-aid supplies	4	1	4	1	4
Medical treatment record	4	1	4	4	4
VI. Sanitation:					
Ratio of toilet facilities	3	1	4	1	4
Sewage disposal	2	1	4	1	4
Garbage and waste disposal	2	2	4	1	4
Food protection and food handling	3	1	4	1	4
Food storage and refrigeration	4	1	4	1	4
Milk supply and serving methods	4	1	4	2	4
Safe water supply	1	1	4	1	4
Sanitation of dishes and utensils	4	1	4	1	4
Insect, weed, and rodent control	4	2	4	2	4
Animal regulations	4	3	4	4	4
Camp cleanliness	1	1	4	1	4
VII. Safety:					
Aquatic facilities	4	2	4	2	4
Archery ranges	4	3	4	4	4
Rifle ranges	4	1	4	4	4
Horseback riding procedures	4	4	4	4	4
Fire regulations	4	1	4	2	4
Heating equipment	4	4	4	4	4
VIII. Transportation:					
Condition of camp vehicles	4	4	4	4	4
Age and qualifications for drivers	4	4	4	4	4

TABLE 7.—STATE REGULATIONS AFFECTING CAMPING

[Code: 1—excellent; 2—good; 3—fair; 4—no regulations]

Category	New Mexico	New York	North Carolina	North Dakota	Ohio
I. Camp personnel:					
Age requirement for counselors	4	4	4	4	4
Counselor-to-camper ratio	4	4	4	4	4
Minimum age of director	4	4	4	4	4
Required training for aquatic staff	4	4	4	4	1
II. Program:					
Supervision of activities	4	3	4	4	4
Restriction for hazardous activities	4	4	4	4	4
III. Site and facilities:					
Location and drainage of site	4	2	1	4	2
Type and size of living quarters	4	2	3	4	2
Sleeping accommodations	4	3	2	4	1
IV. Administration:					
Responsibilities of the director	4	3	4	4	2
Personal histories of campers	4	4	4	4	1
V. Health:					
Doctor on call	4	3	3	4	4
Physical examination required	4	4	2	4	1
Isolation quarters or camp infirmary	4	4	3	4	1
Health supervisor on staff	4	4	2	4	4
First-aid supplies	4	4	2	4	1
Medical treatment record	4	4	4	4	4
VI. Sanitation:					
Ratio of toilet facilities	4	4	2	4	1
Sewage disposal	4	1	1	4	1
Garbage and waste disposal	4	1	1	4	1
Food protection and food handling	4	1	1	4	1
Food storage and refrigeration	4	1	1	4	1
Milk supply and serving methods	4	2	1	4	1
Safe water supply	4	1	1	4	1
Sanitation of dishes and utensils	4	1	1	4	1
Insect, weed, and rodent control	4	4	3	4	1
Animal regulations	4	4	4	4	1
Camp cleanliness	4	3	1	4	1
VII. Safety:					
Aquatic facilities	4	3	3	4	4
Archery ranges	4	4	4	4	2
Rifle ranges	4	4	4	4	2
Horseback riding procedures	4	4	4	4	4
Fire regulations	4	3	4	4	1
Heating equipment	4	4	4	4	4
VIII. Transportation:					
Condition of camp vehicles	4	4	4	4	4
Age and qualifications for drivers	4	4	4	4	4

TABLE 8.—STATE REGULATIONS AFFECTING CAMPING

[Code: 1—excellent; 2—good; 3—fair; 4—no regulations]

Category	Oklahoma	Oregon	Pennsylvania	Rhode Island	South Carolina
I. Camp personnel:					
Age requirement for counselors	4	4	4	4	4
Counselor-to-camper ratio	4	4	4	4	4
Minimum age of director	4	4	4	4	4
Required training for aquatic staff	4	4	2	2	1
II. Program:					
Supervision of activities	4	4	4	4	4
Restriction for hazardous activities	4	4	4	3	4
III. Site and facilities:					
Location and drainage of site	4	4	1	4	1
Type and size of living quarters	4	4	4	4	2
Sleeping accommodations	4	4	4	3	1
IV. Administration:					
Responsibilities of the director	4	4	4	3	4
Personal histories of campers	4	4	4	4	4
V. Health:					
Doctor on call	4	4	4	4	1
Physical examination required	4	4	4	4	1
Isolation quarters or camp infirmary	4	4	4	4	4
Health supervisor on staff	4	4	4	4	3
First-aid supplies	4	4	4	4	4
Medical treatment record	4	4	4	4	4
VI. Sanitation:					
Ratio of toilet facilities	4	4	4	1	1
Sewage disposal	4	4	1	2	1
Garbage and waste disposal	4	4	1	2	1
Food protection and food handling	4	4	1	1	1
Food storage and refrigeration	4	4	1	1	1
Milk supply and serving methods	4	4	1	1	3
Safe water supply	4	4	1	2	1
Sanitation of dishes and utensils	4	4	1	1	1
Insect, weed, and rodent control	4	4	4	4	4
Animal regulations	4	4	4	4	4
Camp cleanliness	4	4	2	3	2
VII. Safety:					
Aquatic facilities	4	4	2	2	1
Archery ranges	4	4	4	4	2
Rifle ranges	4	4	4	4	2
Horseback riding procedures	4	4	4	4	4
Fire regulations	4	4	3	4	2
Heating equipment	4	4	4	4	4
VIII. Transportation:					
Condition of camp vehicles	4	4	4	4	4
Age and qualifications for drivers	4	4	4	4	4

TABLE 9.—STATE REGULATIONS AFFECTING CAMPING

[Code: 1—excellent; 2—good; 3—fair; 4—no regulations]

Category	South Dakota	Tennessee	Texas	Utah	Vermont
I. Camp personnel:					
Age requirement for counselors	4	4	4	4	4
Counselor-to-camper ratio	4	4	4	4	4
Minimum age of director	4	4	4	4	4
Required training for aquatic staff	4	4	4	4	4
II. Program:					
Supervision of activities	4	4	4	4	4
Restriction for hazardous activities	4	4	4	4	4
III. Site and facilities:					
Location and drainage of site	4	4	4	4	3
Type and size of living quarters	4	4	4	4	3
Sleeping accommodations	4	4	4	4	3
IV. Administration:					
Responsibilities of the director	4	4	4	4	4
Personal histories of campers	4	4	4	4	4
V. Health:					
Doctor on call	4	4	4	4	4
Physical examination required	4	4	4	4	4
Isolation quarters or camp infirmary	4	4	4	4	4
Health supervisor on staff	4	4	4	4	4
First-aid supplies	4	4	4	4	4
Medical treatment record	4	4	4	4	4
VI. Sanitation:					
Ratio of toilet facilities	4	4	4	4	3
Sewage disposal	4	4	4	4	1
Garbage and waste disposal	4	4	4	4	1
Food protection and food handling	4	4	4	4	1
Food storage and refrigeration	4	4	4	4	1
Milk supply and serving methods	4	4	4	4	1
Safe water supply	4	4	4	4	1
Sanitation of dishes and utensils	4	4	4	4	1
Insect, weed, and rodent control	4	4	4	4	3
Animal regulations	4	4	4	4	4
Camp cleanliness	4	4	4	4	4
VII. Safety:					
Aquatic facilities	4	4	4	4	3
Archery ranges	4	4	4	4	4
Rifle ranges	4	4	4	4	4
Horseback riding procedures	4	4	4	4	4
Fire regulations	4	4	4	4	4
Heating equipment	4	4	4	4	4
VIII. Transportation:					
Condition of camp vehicles	4	4	4	4	4
Age and qualifications for drivers	4	4	4	4	4

TABLE 10.—STATE REGULATIONS AFFECTING CAMPING

[Code: 1—excellent; 2—good; 3—fair; 4—no regulations]

Category	Virginia	Washington	West Virginia	Wisconsin		Wyoming
				Reserved	Day	
I. Camp personnel:						
Age requirement for counsellors	4	4	4	1	4	4
Counsellor-to-camper ratio	4	4	4	1	2	4
Minimum age of director	4	4	4	4	1	4
Required training for aquatic staff	4	4	1	2	1	4
II. Program:						
Supervision of activities	4	4	4	4	2	4
Restriction for hazardous activities	4	4	4	4	4	4
III. Site and facilities:						
Location and drainage of site	2	1	1	4	4	1
Type and size of living quarters	3	2	1	3	4	4
Sleeping accommodations	4	1	1	1	4	4
IV. Administration:						
Responsibilities of the director	4	3	3	4	3	3
Personal histories of campers	4	4	4	4	2	4
V. Health:						
Doctor on call	4	4	2	2	1	4
Physical examination required	4	4	3	1	2	4
Isolation quarters or camp infirmary	4	4	1	1	3	4
Health supervisor on staff	4	4	2	3	2	4
First-aid supplies	4	4	1	1	1	4
Medical treatment record	4	4	4	1	2	4
VI. Sanitation:						
Ratio of toilet facilities	4	1	1	1	1	4
Sewage disposal	2	1	1	1	1	2
Garbage and waste disposal	2	1	1	2	2	2
Food storage and refrigeration	1	1	1	2	2	2
Food protection and food handling	1	1	1	2	2	2
Milk supply and serving methods	2	1	1	3	3	2
Safe water supply	2	1	1	1	1	2
Sanitation of dishes and utensils	1	1	1	1	1	2
Insect, weed, and rodent control	4	2	2	3	3	4
Animal regulations	4	3	1	2	2	4
Camp cleanliness	3	1	1	1	1	2
VII. Safety:						
Aquatic facilities	3	3	1	1	1	4
Archery ranges	4	4	2	4	4	4
Rifle ranges	4	4	2	1	4	4
Horseback riding procedures	4	4	4	4	4	4
Fire regulations	4	4	1	2	1	4
Heating equipment	4	4	1	4	4	4
VIII. Transportation:						
Condition of camp vehicles	4	4	4	4	1	4
Age and qualifications for drivers	4	4	4	4	1	4

TABLE 11.—STATE REGULATIONS FOR ALABAMA-MISSOURI

State	No applicable legislation	Direct legislation	Enabling legislation	License	Permit	Registration	Annual inspection required	Fee	Enforcing agency
Alabama			X						Health department.
Alaska			X		X				Health and welfare.
Arizona			X	X				$25.00	Health department.
Arkansas			X					10.00	Health department.
California			X			X			Health department.[1]
Colorado			X	X			X		Board of standards of child care.
Connecticut			X			X			Health department.[1]
Delaware			X		X		X		Health department.
Florida			X		X		X		Health department.
Georgia	X								
Hawaii	X								
Idaho	X								
Illinois			X						Health department.[1]
Indiana	X								
Iowa	X								
Kansas			X				X		Health department.[1]
Kentucky			X				X		Health department.
Louisiana	X								
Maine		X			X		X	10.00	Health department.
Maryland	X								
Massachusetts		X	X	X			X	3.50	Health department.
Michigan			X	X			X		Welfare department.
Minnesota			X		X		X		Health department.
Mississippi	X								
Missouri	X								

[1] Local department enforced regulations.

TABLE 12.—STATE REGULATIONS FOR MONTANA-WYOMING

State	No applicable legislation	Direct legislation	Enabling legislation	License	Permit	Registration	Annual inspection required	Fee	Enforcing agency
Montana			X			X			Health Department.
Nebraska			X		X		X	$10	Health Department.
Nevada	X								
New Hampshire			X	X			X	20	Health Department
New Jersey	X								
New Mexico	X								
New York			X		X				Health Department.[1]
North Carolina			X		X		X		Health Department.
North Dakota	X								
Ohio			X		X		X		Health Department.[1]
Oklahoma	X								
Oregon	X								
Pennsylvania		X	X			X	X	10	Health Department.
Rhode Island			X	X				10	Health Department.
South Carolina			X		X		X		Health Department.
South Dakota	X						X[2]		Health Department.
Tennessee	X								
Texas	X								
Utah	X								
Vermont			X	X			X	5	Health Department.
Virginia			X		X		X		Health Department.
Washington			X			X			Health Department.[1]
West Virginia			X		X		X		Health Department.
Wisconsin			X	X[3]			X		Health Department.
Wyoming			X		X		X		Welfare Department.[3] Health Department.

[1] Local department enforced regulations.
[2] For those camps joining a voluntary program.
[3] Day camps serving children under 7 years of age.

Mr. DANIELS. Likewise, you made reference to the Michigan law. Do you have a copy of that law?

Dr. KIRK. No, sir, I don't have it with me. It is the Child Care Law, Act No. 57 of the Public Acts of 1944. It says, in essence, that whenever a child is away from parents or legal guardians, he is under the direct supervision of—at that time it was social welfare, and now it is social services.

It is open-ended enabling legislation. The department has responsibility for promulgating regulations, so there are sets of regulations for: boarding homes, nursery schools, day-care centers, detention homes, summer camps and boarding schools.

Each one of these had a special consultant, and there were 90 welfare workers in the field in 15 districts that implemented it after act No. 47. I think it is the most comprehensive law I have seen and one of the most enlightened pieces of legislation I ever came in contact with, as far as child welfare is concerned.

Mr. DANIELS. Can you furnish the committee with any statistics with reference to the operation of camps in Michigan as they existed prior

to the enactment of this legislation that you spoke of, and with statistics since that time, and can you tell us what they said?

Dr. KIRK. The law went through in 1944. I started in 1959, and I was a little dissatisfied with the regulations as they existed. I felt they were too broad, and I was told to revise them.

From 1944 until 1959, Michigan was averaging two to four, and in 1959, six drownings a year in summer camps. Of course, they had the greatest number of children, 200,000 children with 200,000 exposure hours a day, 7 days a week.

When we revised the regulations, from 1960 until I left the State in 1963, and I was just talking with the gentleman who follows me, there has been one drowning in the State of Michigan. The regulations have proved to be that effective.

Mr. DANIELS. Were there any fatalities due to other accidents since that date?

Dr. KIRK. There was one incident where a counselor was struck by lightning. I don't know how you would regulate that. He was in a tent and he was killed—a 19-year-old counselor.

There was one incident where a counselor, in fact, it was a parent, this was in a church camp, fell from a haywagon and was decapitated by the wheel. The wagon was moving along at approximately 5 miles an hour.

There was one other fatality, where a youngster was at a work camp, standing on the runningboard of a truck, where he should not have been, and he fell off and struck his head and died. He was the son of the administrator of the camp, by the way. We went in to do the report.

There was one other fatality. When we were developing and revising the regulations, I was concerned about scuba diving. It was starting to become popular. I wanted to include regulations here. However, I was told that it was not necessary, that there was not that much involved. But we had one incident where a child surfaced too rapidly, failed to exhale, and upon surfacing his lungs exploded. This will happen if you get below 9 feet of water—you get into a degree of atmospheric change.

So that is the extent of the fatalities in the State of Michigan during my 5 years, sir.

Mr. DANIELS. How does that compare with the States that do not have regulations?

Dr. KIRK. Michigan has the finest safety record in the United States, and the greatest number of camps. If you base it on percentage: that is, percentage of children and percentage of accidents, Michigan is far ahead.

Mr. DANIELS. In the State of Michigan, have there been any epidemics of illnesses that affect the camps?

Dr. KIRK. Not to my knowledge, sir; no.

Mr. DANIELS. Do you require a health certificate for each camper prior to going to camp?

Dr. KIRK. Daycampers, also.

Mr. DANIELS. How do you look into it? Do you require the camper to furnish a certificate from his or her own doctor?

Dr. KIRK. Signed by the physician. The inspector actually looks at every certificate during the inspection, and makes sure each one is

signed. The only exception to this would be camps that serve 100 percent of a religious denomination that finds such an examination objectionable, and there are five such camps in the State of Michigan, or were, at least, when I left.

Mr. DANIELS. In your statement you make mention of the fact that the American Camping Association requires or certifies or accredits certain camps.

Dr. KIRK. Yes, sir.

Mr. DANIELS. What is the standard by which a camp may be accredited?

Dr. KIRK. This is the instrument here, 67 pages long, and we train visitors to go in. The camp is visited once every 5 years and, by the way, there are 10 pages here on personnel, dealing strictly with personnel, out of 67 pages.

We have eight categories: administration, program, personnel campsite facilities and equipment, health, safety, sanitation, and transportation. Each item is weighed, and in any given section the camp must score 65 percent of the possible points, and in overall, 75 percent, in order to qualify for accreditation.

This, by the way, is being reviewed. We are going to a computerized type of scoring to try to eliminate human error on the mathematical aspects of the thing.

Mr. DANIELS. Does that type brochure set up any qualifications for camp director?

Dr. KIRK. Minimum age of 25, and if they have a college, questions are raised about college background and experience and that type of thing, yes.

Mr. DANIELS. What percentage of the 11,000 camps would you say, which exist in the 50 States, are accredited camps of the American Camping Association?

Dr. KIRK. 3,400.

Mr. DANIELS. That is not quite 25 percent, then?

Dr. KIRK. That is correct, sir.

Mr. DANIELS. Have you any knowledge of the other camps that are not accredited?

Dr. KIRK. Only through hearsay, and of course while I was with the State of Michigan, of 1,000 camps there were about 300 that were ACA camps and the others were not.

The problem we find is that many camps do not affiliate with any national organization, and if they are located in a State that has no regulatory program, there are no guidelines at all. They are more or less in limbo.

I will say that any mismanagement would probably be sins of omission rather than of commission. They just don't know. For one reason or another, it would not qualify for membership in our particular organization, or they would not choose to join.

I think this is why we do need a regulatory program in every State.

Mr. DANIELS. Can you furnish the committee with any information regarding the lack of health and safety provisions in the camps that are not members of your association or accredited by your association?

Dr. KIRK. Within the camps themselves, you mean, or within the States where they operate?

Mr. DANIELS. That you know of your own personal knowledge.

Dr. KIRK. Camps that have poor health practices?

Mr. DANIELS. Yes.

Dr. KIRK. Again through hearsay, there are some that would be marginal. One thing I think is significant is the fact that when the large camp survey was made some 8 years ago, there were 18,000 camps serving 5 million children. Today, we have 11,000 camps serving 7½ million children.

The number of camps has decreased, yet the number of campers has increased. What this means is that the smaller camps, the camps that would perhaps be more apt to—I hesitate to use the word compromise, but—overlook some of these safety provisions, are perhaps no longer in existence.

As a camp increases in size, the expertise and knowledge of the director has to increase proportionately or you just cannot operate, you cannot survive. Also, more structure has to be involved, and I think that this is a significant trend. We are getting larger camps with divisional breakdowns, with more highly qualified personnel in leadership roles.

Mr. DANIELS. My colleague from Texas, Mr. Collins, would like to ask questions.

Mr. COLLINS. Let me ask you, I was impressed with the record you had on drowning and others. Is the safety record at camp better than at home for youngsters?

Dr. KIRK. Yes, sir.

Mr. COLLINS. Actually, the statistics would show they are safer in camps than on the streets at home?

Dr. KIRK. I would say so.

Mr. COLLINS. Would you say it is a requirement in Michigan they have to take a physical examination before they enter, and such things as having epilepsy would be known, the epileptic person would have a record?

Dr. KIRK. Yes; physical examination is required for resident and day camps, and Michigan is one of the few States that requires it for day camps.

Mr. COLLINS. Do you have safe waters? Do they prescribe what waters can be used in Michigan, for instance, the river that had the rapids that were so difficult, or is all water open water in Michigan?

Dr. KIRK. It is open water, but there are degree-of-difficulty charts made available. This is available now, I think, for just about every waterway in America.

Mr. COLLINS. It is?

Dr. KIRK. Yes, sir; where they rate. For example, in our own situation in the Delaware River, we use the Delaware, this is all rated, the entire Delaware is rated. There is a book which is put out, "Rating the Degree of Difficulty."

There are certain areas in the river where I would not allow our campers to go. Someone who is a white-water canoer, fine, if he wants to, but we know the difficulty under uncertain weather conditions.

As I say, it is available now, I think, for just about every waterway in America.

Mr. COLLINS. On the subject of sanitary facilities, have there been major problems in camps in the country, or is it pretty well controlled? Have you had any food poisoning that led to fatalities or serious situations?

Dr. KIRK. In the States that have a lack of regulations, you get some problems sometimes with this home canning of foods, where a given organization will have a food fair or something like that, and all of the food will come in, you see, in order to underwrite. In Michigan, for example, it is not allowed. You cannot use home-canned foods.

Mr. COLLINS. You can't?

Dr. KIRK. No.

Mr. COLLINS. Basically, in Michigan where you had the regulatory system, sanitary food and everything was a very minor problem?

Dr. KIRK. Yes, a minor problem.

Mr. COLLINS. On camp facilities, I wondered whether or not the facilities themselves lead to the problems? Have you had problems about what type of camp facilities—I would think you could live in a tent as well as a house?

Dr. KIRK. You can. You can be as safe in a primitive tent as in a Hilton Hotel actually, but there are certain guidelines in terms of the construction of the sanitary facilities, the ventilation, the number of people you place in it.

For example, using tents in Michigan, if they were to be used over and over again during the summer, let us say, 65 days, and a group of youngsters would be occupying the tents, the tents had to have floors. They were not allowed to camp on the bare ground. If it was a moving type of thing where they moved around, it would be impractical to have such a requirement and also you wouldn't have the dust factor.

After 8 weeks on a dusty floor, it gets pretty dusty, and that is the reason for platforms.

Mr. COLLINS. In your background you didn't stress the facilities, but the major point is safety.

Dr. KIRK. There is a section on facilities, a section in Michigan. Our A.C.A. standards would be a little higher than State regulations.

Mr. COLLINS. Take something like gas or open electric lamps or things like that.

Dr. KIRK. These would be checked.

Mr. COLLINS. What about the question, who can drive? These kids, or most of the counselors, are of young college age, and I think they are all jets at the wheel. What is the requirement on who can drive? Is it just the regular normal driving license requirement?

Dr. KIRK. If it is a bus, for example, that would require someone with a chauffeur's license, and if it is an automobile or station wagon, it requires the legal driver's license.

Mr. COLLINS. One thing that concerns me a great deal, you know, in the weighing of who the counselors are, the question above everything is: How much common sense do the counselors have? So many times we pick officials best on how much social welfare training they have, or do they have three degrees or something like that, but to be a camp counselor, a fellow could have only gone through the third grade and have common sense, and maybe that would be better. How do you evaluate common sense?

Dr. KIRK. You try to in terms of the questions you raise. For example, in our own situation at the school I now direct in New Jersey, we try to get all college-age students and we raise various questions. We hire them based on their expertise in a given area, and then in the questioning, in the interviewing process, we try to evaluate them

by giving them some case situations and seeing how they react, what their solutions would be to problems.

In addition, you then rely very heavily on references from teachers, ministers, friends, this type of thing, to try to get a background, but you can be fooled.

Mr. COLLINS. As we look at the college campus today, many of the people that have the highest academic ratings, you kind of wonder how much common sense they have.

Dr. KIRK. Very little, sometimes. We would not base it strictly on academic achievement at all.

Mr. COLLINS. Do you make a character survey, too?

Dr. KIRK. In what way?

Mr. COLLINS. Such things as—are they homosexual, or have they had an experience in other things, sex deviates, in any way have they had rape experience—I think a lot of things, I would want to know if they are sound characters.

Dr. KIRK. Again this is through the references.

Mr. COLLINS. Through references?

Dr. KIRK. Yes, through references, through interviews, and there have been very few such cases.

Mr. COLLINS. Is that right?

Dr. KIRK. In organized camping, yes. There have been a couple that come to mind, but very few. It is just an amazing thing, too, some camp directors develop almost a sixth sense. They can spot that a mile away and don't ask me how.

Mr. COLLINS. They know people.

Dr. KIRK. It is almost like radar, that they can detect this and just get these people out.

Mr. COLLINS. That is all I have.

Thank you, Mr. Chairman.

Mr. DANIELS. Mr. Krivit, have you any questions?

Mr. KRIVIT. What tangible or specific benefits do you visualize from the enactment of H.R. 763?

Dr. KIRK. I think one of the things of the study—I hate to preempt a researcher who is going to conduct a study—but one of the things is the probability factor that exists, that because of the lack of meaningful legislation in about half of the States—and I am probably being kind, it might be higher than that—you will find there is a tremendous probability factor that accidents could occur to a greater degree than they are occurring right now, and probably will as camping increases, as more youngsters want to go to camp, and as we start to utilize camps for more different kinds of things. So, I think you will find there is a great probability factor.

I think you will find, too, that overall camping has enjoyed a very fine safety record, based on the number of youngsters involved in camps and the types of activities.

Many of the camp activities have inherent in them a degree of hazard: swimming, archery, rifle, horseback riding. There is a degree of hazard. You can have the finest riding instructor and equipment, and, if a horse bolts because of being stung by a bee or something like that, the rider can be thrown and killed, and no regulation in the law will prevent it. So, there is a degree of hazard inherent in many of the activities.

I think you will find, though, as I say, the probability factor is there that accidents can occur. But overall, the safety record has been rather outstanding for the most part.

Mr. DANIELS. Do you know if any organization maintains any records as to fatalities and accidents occurring in camps throughout the 50 States?

Dr. KIRK. I think the best way for collecting such statistics, Mr. Daniels, would be through the insurance companies themselves, since they do maintain records; and, of course, they have records of all cases which require settlement.

Mr. DANIELS. Do the insurance companies insure the camps?

Dr. KIRK. Individual campers.

Mr. DANIELS. Could you tell us, or could you refer to them to supply that information? Is there any special insurance company that makes a specialty of such insurances?

Dr. KIRK. There are six or seven companies, and I am sure that Mr. Schmidt, our executive director, could provide you with that information. Many of them are business members of the association. In fact, the president of one insurance company sits on our national board.

Mr. DANIELS. Could you let the committee know the names and addresses of the insurance companies?

Dr KIRK. Yes; I will have Mr. Schmidt send it to you.

Mr. DANIELS. This is very important. Are there any further questions?

Mr. LAVOR. How many member do you have in ACA?

Dr. KIRK. Camp members, we have 8,000.

Mr. LAVOR. Are 3,400 accredited?

Dr. KIRK. Accredited camps, yes, sir.

Mr. LAVOR. Is there any charge to become accredited?

Dr. KIRK. Yes; there is a charge for a camp member, based on the gross income that the camp has; in other words, a sliding scale anywhere from $25 to $100 to be a member of ACA.

Mr. LAVOR. I am asking, specifically, is there any charge for your visitation team to go in and accredit a member?

Dr. KIRK. This varies from section to section, and we have 40 sections. Some sections do levy a fee in addition to the membership fee for the camp visit.

Mr. LAVOR. Of the 3,400 that you have visited, how many were not accredited?

Dr. KIRK. These are accredited. This past year there were 211 that were denied membership. I believe that is the figure.

Mr. LAVOR. In other words, if a camp is not accredited, you will deny membership?

Dr. KIRK. If they are already a member, and it is a revisit, they go into a provisional category and are revisited the following year. They have two chances and that is it.

Mr. LAVOR. How often do you revisit?

Dr. KIRK. We revisit every 5 years.

Mr. LAVOR. One more question. I would assume, because the standards set by universities are very high that your doctoral survey was rather complete; is that a fair statement?

Dr. KIRK. Well, after the laws were collected, it involved my personally reading the assembly laws of every State—which took a year—and checking to make sure.

We found in six States that the attorney general didn't realize the State had legislation, and yet we had copies of the regulations by that particular State. So, we had to dig it out ourselves and send a courtesy copy back to the State, telling them, "We located the enabling legislation."

Mr. LAVOR. When was the research completed?

Dr. KIRK. 1963, it was set.

Mr. LAVOR. Because it is only 6 years old, is it possible to update the basic data that you collected? In other words, what are we going to attain by conducting a national survey and duplicating essentially what you did as a graduate student? What are the values of a national survey?

Dr. KIRK. One of the things I didn't do—in other words, like most doctoral students, I guess mine was more academic—we did not go into the field and field test, as I believe this law would do.

We took the law as written, and the regulations as they were written, and we conduct an analysis of that particular document. We did not see the implementation, and I would hope that this survey would get into the implementation, because you can have a magnificent law and beautiful set of regulations, and, if the people who have responsibility for enforcing it are not doing it properly, it is meaningless.

This is one of the things I think is important in a study like this. Because of time, because I was one person, I could not go to the States, all of the States that had programs, and see how this law was actually implemented. I think this is very, very important.

Again, you get hearsay. Sometimes you run into this situation and that situation; there are misinterpretations of the law and regulations; and whether or not the State or enforcing agency checks on its people to see how it is implemented, this would be very, very valuable.

Mr. LAVOR. That is all, thank you.

Mr. DANIELS. Dr. Kirk, again I want to thank you for your testimony. I think your testimony was not only most interesting but very helpful to this committee.

Dr. KIRK. Thank you, sir. It was my pleasure.

Mr. DANIELS. That adjourns today's hearings and the committee will reconvene at the call of the Chair.

(Whereupon, at 11:50 a.m., the subcommittee adjourned.)

(The following material was submitted for the record:)

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
Washintgon, D.C., May 20, 1969.

Hon. DOMINICK V. DANIELS.

DEAR COLLEAGUE: I want to take this opportunity to inform you of my interest and support for your bill H.R. 763.

It has come to my attention that your subcommittee is conducting hearings on this bill and accordingly I want to commend you for this action.

I hope that your subcommittee will see fit to issue a favorable report on H.R. 763, so that it can be enacted in the immediate future.

With kind regards, I remain

Sincerely,

THOMAS J. MESKILL,
Member of Congress.

STATEMENT OF HON. BENJAMIN S. ROSENTHAL, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. CHAIRMAN: I am happy to support today H.R. 763, the Youth Camp Safety Survey Act, which is very similar to the original legislation on this subject which I introduced last year.

The problems of youth camp safety are not new, as almost any parent can testify. There are many opportunities, each summer, for children to participate in organized activities to provide them with experiences different from their everyday school experiences. Each year over 6 million children participate in over 12,000 youth camps.

But parents, and children themselves, have never had adequate means to judge the many camps in existence for their suitability, their safety and their operational standards. Instead, they have had a variety of state and local regulations, with varying degrees of enforcement, and the self-imposed standards, some of them laudable, or private camping associations.

In 1967, Senator Ribicoff introduced legislation for a federal youth camp safety program which provided both standards for all youth camps and assistance to cooperating states to carry out improved youth camp safety programs.

That legislation was the subject of a report from the Department of Health, Education and Welfare which supported its aims but said that the Department lacked sufficient information on youth camps to judge the need for a comprehensive safety program.

In response to that report, I introduced the Youth Camp Safety Survey Act of 1968 to provide the information which HEW said was missing. I was, and remain, convinced that such information is already available and that we should proceed now with a program for federal assistance to the states to improve youth camp safety.

I consider, therefore, H.R. 763 an interim measure which must eventually be perfected by legislation to set federal standards and assist states in meeting them.

I am pleased to see that the subcommittee chairman, Mr. Daniels, who has led the fight within this committee for youth camp safety, has proposed in H.R. 763 that the Secretary of HEW shall not only survey youth camp safety standards but also provide Congress with the Department's recommendations to insure the safe operation of such camps.

This bill also provides for the establishment of an Advisory Council on Youth Camp Safety which will advise and consult with the Secretary of HEW in the preparation of the report and the recommendations on youth camp safety.

I am confident, Mr. Chairman, that the prompt approval of this bill by your committee and its enactment by the House will be an important step toward better youth camp safety. Millions of parents must decide each year, on inadequate information, which camps their children should attend and what health and safety provisions will protect them. In many cases these camps are located long distances from the family home, making thorough inspections by parents impractical or impossible. In many cases, also, the camps chosen are located in other states with unfamiliar laws and uncertain enforcement procedures.

Parents need, and children deserve, better protection than they presently have. With the passage of this bill, the opportunities for better safety for children and better discharge of parental obligations will be greatly enhanced.

STATEMENT OF THE NATIONAL SAFETY COUNCIL ON YOUTH CAMP SAFETY

Mr. Chairman and members of the subcommittee, the National Safety Council is very much interested in the Congressional considerations being given to H.R. 763, "Youth Camp Safety Survey Act," and H.R. 5561, "Youth Camp Safety Act."

Having been invited to express our views on this timely legislation we respectfully request that this statement be made a part of the hearing record.

As a matter of identification the National Safety Council is a nongovernmental, privately supported, public service organization chartered by the Congress of the United States "to further, encourage, and promote methods and procedures leading to increased safety, protection, and health," wherever exposure to accidents can and does result in death or injury to people.

Youth camp safety has had many responsible advocates through the years, but the fact still remains that not enough has been done for youth camp safety as long as there remains a single avoidable accident in youth camps.

It is unfortunate that none of us now possess comprehensive data on (1) the accidents and injuries that arise out of the operation of youth camps, (2) the nature and effectiveness of health and safety laws and regulations as they pertain to youth camps, or (3) the conglomerate of health and safety standards developed voluntarily, or otherwise, which are now applicable to youth camps.

Such data as are available are fragmentary at best, extremely limited and entirely too inconclusive to support reliable long-range accident prevention program planning. Thus, the primary objective of H.R. 763, the "Youth Camp Safety Survey Act," is especially laudable.

The National Safety Council strongly concurs with the provision of the Act that requires the Secretary of Health, Education and Welfare to undertake a study of existing state and local regulations. We suggest that this study should also include an analysis of the voluntary consensus and proprietary standards that may now be applicable to the operation of youth camps.

The Council also concurs with the provision calling for a study of the effectiveness of the enforcement of state and local regulations. It is our recommendation that this study should be supplemented to include the extent and degree of compliance with the voluntary standards that are now in place.

Thus amended, the survey provision of the Act would fulfill a very critical need for information, but not the entire need since it does not generate the information needed to *prevent accidents.*

A comparable search must be made to obtain accident data to properly identify the accident problem and to determine the specific causes of the accidents, both of which will provide information necessary to create effective solutions that must be applied.

For the sake of explicit emphasis we offer these three observations:

(*a*) No one has sufficiently reliable data on accidents and injuries arising out of the operation of youth camps to know the true scope of the problem in its broadest terms or what the priorities should be in dealing with the problem as a whole or in its major parts;

(*b*) No one knows enough about the specific circumstances of youth camp accidents to take all the actions necessary to lead to a solution of the problem; and

(*c*) Until such information is reasonably well established, the effectiveness of any broad-scale or long-range action taken may be subject to question.

Based on these challenging observations the National Safety Council proposes that the survey provision of the Act be extended to include a study of whatever reliable accident data are now in place and the accident data collection systems that are now generating such data.

Years of revealing experience have taught us that the era of trying to achieve safety's ultimate needs with a catch-as-catch-can variety of bits and pieces of often unrelated information is totally outdated. Instead, we must gain support and widespread use of an accident information *system* that is responsive to changing inputs and capable of providing a reliable bank of essential data.

As a practical reality, such a system will greatly reduce the guesswork in solving an accident problem and will generate reliable data for policy and action decisions by both the private sector and the government. Data generated from such a system will provide, among other things, the requirements for sounder approaches to:

(*a*) Identifying priorities to maximize benefits;

(*b*) Identifying more clearly what kinds of changes are required for greater safety;

(*c*) Creating a basis for the development of standards;

(*d*) Measuring the effectiveness of actions taken; and

(*e*) Enabling the Congress, state legislators, and the private sector to monitor progress and identify gaps.

The National Safety Council is confident that it has created such an accident data system. It is now partially operative and is described in the appendix to this statement.

The Youth Camp Safety Survey Act places highly commendable emphasis on the use of such special advisory groups of technical experts and consultants as may be needed to augment the work of the proposed Advisory Council. All orga-

nizations with reputable competence in health and safety will want to contribute to the success of the projected youth camp safety program.

It should be noted in connection with these proposals that although the need for Federal-state participation in improving the situation is of overriding importance, there is still nothing in the legislation that can guarantee action at the state level. We are not suggesting penalty clauses or other approaches of this kind, but it should be understood that the record in relationships of this kind has not always been distinguished by enthusiastic compliance on the part of the states.

The National Safety Council has repeatedly observed the unfortunate fact that failure to adequately finance safety legislation is raising serious questions as to the overall integrity of the programs involved. Holding out the hope of government assistance in connection with badly needed safety activities, then failing to follow through with sufficient resources to sustain confidence in what has been enabled, is making it increasingly difficult to attract the kinds of cooperation that many must provide if success is to be assured.

In summary, the National Safety Council endorses the provisions of H.R. 763 and at the same time strongly urges that every possible consideration be given to the supplemental recommendations contained in this statement.

The National Safety Council wants the record to show that H.R. 5561, the "Youth Camp Safety Act," is worthy of support in many ways. Our preference for H.R. 763 is based on the carefully studied judgment that maximum safety effectiveness will be realized only after the survey and study provisions of this Act have laid the groundwork for sound safety standards applicable to youth camps.

Appendix

This appendix was referenced in the National Safety Council's statement on Youth Camp Safety for the House Select Subcommittee on Labor, and is to be considered part of the record. The appendix presents a description of an accident data system.

In our search for ways to obtain specific accident data for a segment of the total accident problem, such as may be found in youth camps, we have concluded that retrospective accident reports (reports of previous accidents) generally do not yield the kinds of information needed for adequate measurement and assessment of that safety problem nor do they yield sufficient information to determine cause of specific accidents. The Council has concluded that more useful data can be generated from future accident reports where the reported information can be specifically structured to satisfy established requirements. This does not mean that accident data now on hand may not contain some useful information, but in general such data lacks the details needed to mount an effective major accident prevention campaign.

The National Safety Council believes the ultimate objective of an accident data system is to prevent accidents. The sub-objectives of such a system are:

1. To establish priorities for *preventive* action.
2. To provide information to determine *true cause* so that *preventive* action will be effective.

The National Safety Council believes that an accident data system should accomplish these goals:

(*a*) To establish as quickly as possible those activities associated with high severity accidents;

(*b*) To establish over a period of time those activities that produce a significantly high number or high rate of moderate and low severity accidents;

(*c*) To maintain early surveillance of new activities relative to the frequency and severity of accident occurrence;

(*d*) To identify priorities based on frequency and severity considerations to maximize benefits;

(*e*) To indicate countermeasures that will eliminate or minimize cause of the accident; and

(*f*) to evaluate the effectiveness of countermeasures implemented.

The National Safety Council now has in place an accident data system that satisfies the above criteria. Basically, the system is designed to obtain two levels of data: (1) basic data; and (2) supplemental data.

Basic data are designed to provide general statistics on a representative sample of accidents in order to give the overall picture of the accident experience, to

establish relationships between accidents and accident exposure (i.e., provide for frequency and severity rates), and to show trends in accident experience. Such data can quickly reveal the high frequency and high severity accident occurrences and relate them to specific activities that are normal to youth camps. Further, the gathering of basic data over time will aid in further identifying priorities where frequency and severity rates are lower.

This information can be used to alert youth camp operators and others concerned to specific accident problems so that immediate action, even if only interim, can be taken. Such information will also be a useful guide from which to create specific supplemental reports that will be used to obtain accident details about specific youth camp activities.

Supplemental data provide details concerning the circumstances surrounding the accidents. Such data will provide essential information for developing specific countermeasures by revealing the likely cause of the accidents. The data can also be used to assess the effectiveness of the countermeasures that have been implemented.

This bi-level data collection system eliminates the need for collecting detailed information on every accident. Such a practice is not only overburdening to those who are asked to provide data, but it also is quite likely to lead to misuse or non-use of accident reports. Due to the variable nature of youth camp accidents, a single report would be so long and complex that it probably would not be used at all. This bi-level system, accomplished with a sampling of accidents and with a number of simple, yet detailed report forms for specific kinds of accidents, would provide precise and specific data without creating unnecessary burdens on those supplying the information or for those collecting the information.

This bi-level system is now partially operational in both the farm and traffic safety fields, where the concept has been accepted enthusiastically by those individuals responsible for accident data collection.

The system described thus far has been concerned with collecting the kinds of data necessary to arrive at effective solutions. Of equal importance is the analysis of such data.

Because ordinary methods of analysis of data are time-consuming and complex, complete information has not always been searched out, and the cause-effect relationships have not always been clearly seen. To overcome this deficiency the National Safety Council has also developed a method for analyzing such data which can reveal many facts useful for more accurately determining the most effective countermeasures.

Using the capabilities of our electronic data processing facility, the program permits an investigator to probe the data in depth and thus obtain maximum information from it. The program is designed so that relatively detailed questions can be asked and the EDP facility will provide not only a response, but also an evaluation of the response in terms of its significance. If the response to a question indicates a possible relationship with other factors, the complexity or detail of the question can be increased and the data probed to a deeper level.

The bi-level accident data collection system and the method of analysis just described will be responsive to the objectives and goals of an accident data system. There exists other criteria that must be met if the accident data system is to provide useful information. A brief outline of such criteria and questions pertaining to each criterion follow:

1. The system must present the overall picture.

Does the source provide data on frequency, severity, costs, demographics, and trends on youth camp accidents?

2. The system must provide the details of specific accidents.

Does the source provide details of accidents specific enough to determine effective countermeasures?

3. The system must provide exposure information.

Does the source provide relative exposure to specific activities so that accidents can be related to these specific activities?

4. The system must recognize the size of the sample.

Is the source sample size adequate for information for the overall picture and for the specific details of accidents?

5. The system must provide for a representative sample of the youth camp population.

Can the source information be generalized to other geographical areas or to the nation?

6. The system must provide reliable information.

Is the information provided by the source accurate?

7. The system must be responsive to sampling error calculations.

Can sampling errors be calculated for the information provided by a given source?

8. The system must minimize the time requirement to obtain adequate data.

What will be the time requirement to obtain sufficient information to be useful?

9. The system should provide for repetitive surveys.

Can similar information surveys be conducted regularly to assess the effectiveness of change?

10. The system should provide the information economically.

What is the cost of gathering the data?

Can other sources provide equally good information at less cost?

We have attempted to describe one accident data system which the Council believes can provide the necessary information to more closely identify the youth camp accident problem, to determine causes of accidents occurring in youth camps, and to develop an effective long-range program for youth camp safety. Undoubtedly there are other accident data systems which will provide the information that will be responsive to the objectives and goals cited above. Such systems should be explored to determine their feasibility to improve youth camp safety.

KNX,
Los Angeles, Calif., May 26, 1969.

DOMINICK V. DANIELS,
Chairman, Select Committee on Labor, U.S. House of Representatives, Washington, D.C.

DEAR CONGRESSMAN DANIELS: Thank you for sending copies of the public hearings on your "Youth Camp Safety Survey Act."

As you can see by the enclosed copies of two broadcasts, I have been able to make good use of the material.

I had scheduled a five-part series on the subject but have been halted temporarily because of a lack of information on the laws in California. The office of the attorney general has assigned a man fulltime to ferret out the regulations. They have made it a project, being amazed when starting their research to find nothing.

Enclosed is a statement on the incident we discussed. I would be pleased to have it included in the printed hearings for this year.

It might also be of interest for your committee to get the details on a recent accident in Los Angeles involving Girl Scouts returning to Bakersfield from an outing at Universal Studios. Three of the girls were killed and many injured. Reports are that the tires on the bus were "grooved" to appear as though there was tread. The driver, now released from the hospital, is being charged and there are already five lawsuits filed against him and the bus company in Kern County.

You might also include the ten boys who drowned while being rescued from an outing when the sudden rains came in January.

Sincerely,

BARBARA RIEGLE,
Broadcaster, KNX/CBS News.

THURSDAY MAY 22, 1969

How safe are your children when you send them off to summer camp?

KNX Women's Editor Barbara Riegle reports on hearings in Washington, D.C. which show a shocking lack of safety standards and regulations covering many phases of summer camping for kids.

Would it surprise you as a parent to know that you are responsible for the actions of your child even if that child is away at a summer camp—a hundred miles from home and under the paid care of a paid supervisor?

Would you be surprised to learn that the paid counselor is more than likely some high school or college student making extra money for the summer—and there are no regulations about who can be hired?

More than 7½ million American youngsters trek to camp each summer. Many millions more take outings for fun—such as did those Girl Scouts from Bakersfield who died in a bus crash last week. How many parents read behind that story and decided something needs to be done about the safety regulations for youngsters going on trips—going to camp?

Summer camps deal in our most precious commodity.

The lives of youngsters. And yet, adults who fight for crosssing guards—who wouldn't dream of letting Johnnie walk to school in the rain because he might get wet feet—will wave a youngster a gay goodbye and send him off to camp blissfully trusting to luck he won't get shot because a counselor gave him an air-rifle.

There is a measure undergoing hearings in Washington now—under the sponsorship of Congressman Dominick Daniels of New Jersey.

He is asking for a Youth Camp Safety survey—because it has been a generation since a group of leaders and camping enthusiasts agreed "something must be done."

It hasn't been done—despite the figures of child deaths. The only complete records were taken from insurance claims and tomorrow we'll take a further look at this subject.

[FRIDAY MAY 23, 1969]

If 7½ million youngsters go to camp every summer—and the insurance lists show only 38 died in a four year period—many people will argue that is really a very good record.

First understand that this figure, the only one available, dates back to the period between 1961 to 1965. And only three-and-a-half million kids went to camp during that whole period. The incidence of camping youngsters is growing like the kids themselves. There were 35-thousand insurance claims . . . for everything from sprains to death.

Eighty-eight children and youth dead—accidentally: 47 drowned; 22 died before they ever got to camp in motor vehicle accidents on their way; 4 died in motor vehicle accidents while in camp; five died from falls; one while horseback riding and one was killed when struck by lightning.

Statistics seem low. But death is a personal tragedy—a dead boy or girl is a 100 percent loss for each family.

Congressman Doninick Daniels of New Jersey—trying for a second time to gain some significant beginning on a solution to the lack of standards for kids camps—has heard that in 19 states there are absolutely no regulations concerning safety standards . . . camp personnel qualifications . . . no sanitary codes.

Information on camp regulations is apparently almost non-existant. A Michigan man did a doctoral dissertation on the subject in 1963. He found 33 states with legislation to cover the problems—but only 26 which issued licenses—and only 21 that required annual inspections. And the inspection covered checks on milk and water supply; compliance with food-handlers laws; fire safety; and the proper number of toilets and shower heads for the number of children in camp.

But there are other things—administration; program; personnel; transportation. As the father of one dead boy indicated to Congressman Daniels: Canoeing is one thing—canoeing in white water is another. Canoeing in white water where logging operations are taking place brings disaster.

Do you know who's watching your children at summer camp?

STATEMENT BY BARBARA RICKARD RIEGLE, 2121 BROWNWOOD AVENUE, ANAHEIM, CALIFORNIA. IT CONCERNS AN ACCIDENT AND LAWSUIT INVOLVING A Y.M.C.A. SUMMER CAMP ATTENDED BY RICHARD RIEGLE

There is probably nothing quite so shocking to a working mother who has been darning ends together for years than to be served with a lawsuit demanding money. When the lawsuit asks for a million dollars there is nothing to do but laugh. And say "this can't happen to me." But it can. And it did happen to me and to 25 other parents of children attending a Y.M.C.A. summer camp in Southern California.

The camp was for one week, sponsored by the Aanaheim Y.M.C.A. The youngsters paid for the privilege of attending. They had shots, and examinations and seemingly, every precaution was taken to make sure they arrived in reasonably good health.

I had even asked about insurance and was told the camp and the Y.M.C.A. was covered by liability insurance—health insurance—medical, etc. The information was not incorrect. But it was not correct, either. The liability insurance, it later turned out, covered the Y.M.C.A. and its employes. It did not cover the youngsters attending the camp.

What happened is like a nightmare. In fact, nightmares are just exactly what happened to my boy, Richard, who is the one involved.

But first. At the encampment the boys were given air rifles, and permitted to fire at targets on a range with Beebees. Richard was nine at the time. He had never seen or held a gun before. He has never seen or held one since. But he was taken out to a firing range with 24 other boys and handed a gun. As I understand the incident: there were three lines of boys, and the first one had the gun in each line. There was a scuffle and some horseplay. One gun went off into the air. The pellets went into the woods and allegedly struck a young man in the next camp in the eye.

This young man eventually sued the Y.M.C.A.; the camp leaders, and all 25 of the children.

It was more than a year later when I got word of the suit. And it seems to me, more than two years before the first papers were served.

What I did is of no consequence in this testimony. Suffice to say the man who was my boss, George Hearst, sent me to his attorneys and about a year later I paid a settlement and the suit was over. The details are available at the offices of Flynt and MacKay. Ed Freston was the attorney.

What is important is that I discovered California has no laws pertaining to liability insurance covering the people attending such camps. The parents are liable for the acts of their children despite the fact that they are a hundred miles away and under the paid supervision of a reputable organization. This one the Y.M.C.A.

During this time I discussed the general situation with Congressman Bob Mathias who was then campaigning for office and he explained to me the rather severe restrictions placed on him and on his private boy's camp.

What is important is that I was told, repeatedly, that all "intelligent" people carry home-owners insurance. Since I did not own a home and since I had inquired about the camp insurance I did not think it essential that I buy a home-owners policy. Just to send my boy to camp. It does make the cost of camping a trifle high.

What is important is that my boy went through nearly three years of terror and fright because of this incident. For the first year WE, the rest of the family and I, had NO knowledge of the accident. Richard developed screaming nightmares.

He refused to go to sleep at night. We couldn't imagine what the trouble was. Then came the suit and the lawyers and the depositions—and the nightmares got worse. For a long time we did not associate the two. And we were never *sure* until after the final papers were mailed to us. Richard read them, said he was sorry to have cost me so much money, and slept like a baby. He has never had another bad night.

How the other youngsters re-acted, I do not know. They were listed on the charts as "John Does" and I never met any of them. My attorney only met their attorneys.

What is also important—although this committee is not at present concerned with this point—is that anyone can sue anybody for anything in this legalized world. And the person *sued must prove* he, or she, is *not guilty*. It doesn't seem fair, and it's expensive. The only winners are the lawyers. This is no comment on the services of Flynt and MacKay. Their bill to me was less than a thousand dollars for a suit that dragged on for over two years. And they gave me more than two years to pay it.

The accident incident occurred in 1963. I paid the final bill in 1968. Five years, gentlemen, because of the lack of what would seem to be a necessary, and simple, operating procedure to protect our camping children.

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